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ABSTRACT

This study of measures taken to reduce youth unemployment in Denmark is based on reports from local authorities, county authorities, and labor market boards, and on surveys made by the central government. The first section describes the total efforts made during 1978. The second section describes programs undertaken by the Danish Ministry of Labor to reduce unemployment among 15 to 24 years olds. Efforts made by the Ministry of Education are presented in the third section. The fourth and final section of the report focuses on the funds spent to combat unemployment, both on the local and national levels. Tables of data are included. (MK)

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Ministry of Labour
Ministry of Education
Ministry of the Interior

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YOUTH UNEMPLOYMENT

1978

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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1.1. Introduction

During the past few years the efforts to combat youth unemployment have been intensified. Since 1975 the Ministry of Labour and the Ministry of Education have co-operated closely on the implementation of measures to combat youth unemployment. But only in connection with Employment Plan 2, adopted by the Folketing (the Danish Parliament) in September 1977, have the efforts, however, been increased.

According to Employment Plan 2 a sum of well over Kr. 10,000 million is to be spent on general employment promoting measures within the period from 1978 till the end of 1980. Out of this sum an amount of approximately Kr. 1,500 million, corresponding to some Kr. 500 million per year, is earmarked for the special efforts to combat youth unemployment, and an amount of approximately kr. 650 million for other selective labour market measures.

The object of the Youth Programme is to act as a supplement both to the general employment policy and to the general labour market and education policy with a view to offering an advantage to the group of young people under 25 who in the present employment situation find it particularly difficult to get permanent employment or training.

The measures to combat youth unemployment are mainly based on initiatives taken by local and county authorities.

By Act No. 488 of 14th September 1977 it is provided that local and county authorities must respectively allocate an amount of at least Kr. 40 and Kr. 20 per inhabitant for extraordinary measures to reduce youth unemployment in each of the years covered by the Employment Plan. That will be equal to a total of approx. Kr. 300 million per year. More than 60 per cent of the total expenses incurred by the implementation of the Youth Programme will thus be defrayed by local and county authorities.[1)]

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1) For a complete survey of measures to combat youth unemployment taken according to the Employment Plan see "Measures to combat youth unemployment taken according to the Employment Plan", the Ministry of Labour and the Ministry of Education, November 1978.

Pursuant to the Act on Extraordinary Employment Promoting Activities for Young People the local and county authorities may implement the following [2]:

1. Employment projects for young people,
2. Furnish grants to private employers to reduce their wage costs for the employment or training of young people,
3. Establish or subsidise training, courses, and contact and informations services for young people,
4. Establish extraordinary apprenticeships and traineeships in local and county authority offices and institutions.

Within its own sphere the State may implement the following measures:

The Ministry of Labour:
1) Vocational preparation courses for young people,
2) Employment projects,
3) Semi-skilled worker courses and retraining courses,

The Ministry of Education
1) Courses at technical and commercial schools,
2) Apprenticeships and traineeships in State offices and institutions,
3) Project groups for graduates,
4) Grants to local aducational projects.

The Youth Programme was naturally mainly introduced with a view to reducing the present employment and training problems of young people, but at the samt time the Youth Programme was also expected to give some indication of measures and administrative models which, in the slightly longer term, it would be fruitful to rely on in connection with the efforts to reduce youth unemployment. Consequently there is a need for concurrent observation of the efforts made by the central authorities.

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2) In the Circular of 25th October 1977 issued by the Ministry of Home Affairs on extraordinary measures to promote employment taken by local and county authorities there is a detailed description of the tasks of local and county authorities in connection with the combat of youth unemployment.

According the the Act on Extraordinary Fmployment Promoting Measures for Young People local and county authorities must submit reports to the central authorities on planned and realized measures to combat youth unemployment. The obligation to submit reports is justified in the wish for concurrent evaluation of these efforts, for instance with a view to adjusting the equilibrium between the various measures and their extent. Furthermore the reports should make it possible for some control to be exerted on the expenditure of local and county authorities. Finally, the obligation to submit reports should be considered as a wish for establishing a mutual chain of information between local authorities, county authorities, labour market boards and the central administration, including the advisory committee of the Ministry of Labour and the various contact committees of the Ministry of Education.

The present report, which contains a survey of the results of the total efforts to combat youth unemployment in 1976, has been prepared on the basis of reports from local and county authorities, from labour market boards, and from central surveys of state activities.

After consultations with public servants from the National Association of Local Authorities and from the Association of County Councils the present report was prepared jointly by:

The Ministry of Labour, the Employment Secretariat
The Directorate of Labour
The Directorate of Adult Vocational Training
The Ministry of Home Affairs
The Ministry of Education, Youth Employment Section.

1.2.1 The Basis and Method of the Study

The study comprises the employment efforts aimed at young people under 25 years within the period from 1st January 1978 to 31st December 1978. With the aim of obtaining complete knowledge, both about the number of participants in the individual measures and about the previous and subsequent employment and education situation of the participants, various types of information have been collected from various sources.

It is attempted for each measure to present information organised by age and sex about:

- the number of participants
- the period of participation
- the participants' educational background
- the participants' previous vocational training
- the participants' unemployment before participation
- the participants' employment and education situation after the end of their participation.

Furthermore the study presents information about the expenses paid by local and county authorities and by the State in connection with the Youth Programme distributed by the individual measures.

1.2.2. Reports from Local and County Authorities

As already mentioned the present report is based on information collected from a number of sources. As provided by subsection 1 of section 5 of Act No. 488 of 14th September 1977 the local and county authorities have submitted reports to the labour market boards on expenses paid consequent to the above-mentioned Act and on the more detailed expenditure of employment funds. Information on specific measures has been collected both according to provisions laid down by the Ministry of Labour and the Ministry of Education. In connection with the report on the details of the expenditure of employment funds the local and county authorities have, for the individual activities, sent in information concerning the total number of participants, their sex and age, and the length of their participation.

On the expiration of the time limit for submission of information 88 per cent of the local authorities and all county authorities had sent reports to the labour market boards on activities initiated. On the basis of these reports the labour market boards have prepared regional surveys which have been sent to the Employment Secretariat of the Ministry of Labour.

As regards the reports on expenditure the information has been submitted direct to the Ministry of Home Affairs.

In addition to the activities initiated by local and county authorities surveys have been made of the number of young people who have participated in activities implemented by the state. These activities are vocational training courses, local educational projects, project groups for graduates and apprenticeships and traineeships in State offices and institutions.

1.2.3. Sample Study

With a view to supplementing the surveys with more detailed information about the young people's previous and subsequent employment and education situation, so as to allow for an actual evaluation of the effect, the Employment Secretariat of the Ministry of Labour has made a sample study.

In each labour market board region a representative sample has been taken of approx. 100 young persons who have commenced and completed participation in one of the youth measures. On a national basis the sample taken comprises some 1,400 persons.

The sample study comprises both Act No. 488 measures and vocational training courses held by the State, i.e. the EIFU courses+) and courses for semi-skilled workers.

A shortcoming of previous surveys of the effects of special employment measures has been that the participants were not followed after completed participation. At the same time it was difficult to assess the participants' previous education and employment situation and consequently whether it actually was the target groups who took advantage of the implemented measures. In connection with the sample study the Secretariat has collected information intended

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+) EIFU courses: Vocational preparation courses for young people

to elucidate such conditions for each of the sample persons.

At the central level the Ministries and Directorates involved have treated the collected information which is concerned with their particular spheres. Thus the final report is composed of contributions from the Ministries and Directorates involved.

1.3. The Extent and Distribution of Youth Unemployment

1.3.1 Introduction

In this section a survey will be given of the most important statistical information on youth unemployment. The information originates from the official unemployment statistics prepared by the Directorate of Labour and from the existing youth employment studies (Danish abbreviation: UBU) prepared by Danmarks Statistik. (the National Bureau of Statistics).

1.3.2. Registered Unemployment

During 1978 youth unemployment was stabilised at a fairly constant level in terms of the number of unemployed young people who are full-time insured members of an unemployment benefit fund. In January 1979 the number of full-time insured jobless young people was thus 43,800 as against 42,600 in January 1978. This stabilisation occurred after a continuous rise in the number of unemployed within the period 1974-1978 from 6,000 in January 1974[1)] to the above-mentioned 42,600 in January 1978.

An assessment of the development in the unemployment of the full-time insured does not, however, give a complete picture of the development within youth unemployment as a whole, but it should be emphasized that approx. 70-80 per cent of young people are members of an unemployment benefit fund.

Therefore the official unemployment statistics contain an estimate of the total number of unemployed, i.e. those who are full-time insured, part-time insured and uninsured registered as unemployed by the Employment Service. Table 1 shows a survey of unemployed young people as of January 1979[2)].

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1) Young people under 18 were given the right to join an unemployment benefit fund from 1975

2) The latest weekly statement as at 14th March 1979 showed that the number of registered unemployed young people was app. 50,000.

Of the 56,000 registered jobless young persons approx. 55 per cent are women. Compared to the total number of unemployed young people under 25 account for approx. 27 per cent. This figure must be considered in connection with the fact that young people between 15 and 25 represent approx. 20 per cent of the total labour force. Of young persons who are registered as unemployed by far the greater part, i.e. 78 per cent, are between 20 and 24 years.

TABLE 1 Number of young people registered as unemployed distributed according to age and sex. January 1979

Age	Men		Women		Total	
	No.	Pct.	No.	Pct.	No.	Pct.
- 17	613	2	526	2	1.139	2
18 - 19	4.306	17	6.651	22	10.958	19
20 - 24	20.597	81	23.518	76	44.115	78
Total	25.516	100	30.695	100	56.212	100

(From: Nyt fra Danmarks Statistik, nr. 51, 1979).

1.3.3. The Youth Employment Study

Even if the Employment Service has made intensive efforts in recent years to establish contact with the young unemployed there is still, however, a small number who for various reasons remain unregistered by the employment service offices. Particularly for very young people the figures do not give a complete picture.

The youth employment studies made by Danmarks Statistik were based on a sample survey of 57,000 young people. The youth employment studies make it possible to also trace those of the young unemployed who are not registered by the Employment Service.

The special measures to combat youth unemployment are first and foremost aimed at young people in the primary labour force, and this report therefore omits assessments of young people in the secondary labour force.

The number of persons aged between 15 and 24 years was almost unchanged from February 1975 to February 1978. But the number in the labour force increased by almost 17,000 of which nearly 11,000 were women. The increase in the labour force must be seen against in the number of employed persons of 13,000 and an increase in the

TABLE 2 Number of persons aged 15 - 25 years in the primary labour force [1] distributed by employment, unemployment, and sex in February 1975 and 1978

	12th February 1975			8th February 1978			Change 1975 - 1987		
	Men	Women	Men and Women	Men	Women	Men and Women	Men	Women	Men and Women
Primary Labour Force	233.914	192.619	426.534	239.846	203.367	443.213	5.932	10.748	16.679
Employed	203.863	169.145	373.009	215.187	170.627	385.815	11.324	1.482	12.806
Unemployed	30.051	23.474	53.525	24.658	32.740	57.398	+5.393	9.266	3.873
%-rate of unemployment	12,8	12,2	12,5	10,3	16,1	13,0	+2,5	3,9	0,5

(Source: Statistical News No. A 1979: 1)

TABLE 3 Number of persons aged 15 - 24 years distributed by enemployment, sex, and age in the Youth Employment Study of 8th Februaru 1978.

	Number of persons aged	Number of labour force	Participation rate	Number of unemployed	Rate of unemployment %
MEN:					
15 - 17 years	115.756	31.853	27,5	2.389	7,5
18 - 19 years	74.967	53.387	71,2	4.693	8,8
20 - 21 years	76.528	62.060	81,1	6.784	10,9
22 - 24 years	115.092	92.545	80,4	10.791	11,7
Total 15-24 years	382.343	239.845	62,7	24.657	10,3
WOMEN:					
15 - 17 years	111.289	19.107	17,2	2.554	13,4
18 - 19 years	71.176	44.737	62,9	7.836	17,5
20 - 21 years	72.525	55.037	75,9	9.338	17,0
22 - 24 years	109.239	84.486	77,3	13.012	15,4
Total 15-24 years	364.229	203.367	55,8	32.740	16,1
MEN AND WOMEN:					
15 - 17 years	227.045	50.960	22,4	4.943	9,7
18 - 19 years	146.144	98.124	67,1	12.530	12,8
20 - 21 years	149.055	117.097	78,6	16.122	13,8
22 - 24 years	224.330	177.031	78,9	23.803	13,4
Total 15-24 years	746.574	443.212	59,4	57.398	13,0

(Source: Statistical News No. A 1979: 1)

1) The primary labour force comprises persons who have vocational work as their normal main occupation and other young people who have or who are seeking permanent full-time or part-time employment.
Conscripts are included in the primary labour force.

the number of unemployed of about 4,000. It is particularly men who benefit from the increase in employment as the increase in the number of unemployed covers a fall of approx. 5,400 men and an increase of approx. 9,300 women.

While youth unemployment was fairly equally distributed between women and men - approx. 12 per cent - in 1975, the situation in 1978 has changed so that unemployment among young women today is 16.2 per cent, whereas it is 10.3 per cent for men. This imbalance seems to be continuing and even accelerating.

Table 3 shows a more detailed survey of the employment situation of young people in 1978 by sex and age.

Table 4 shows the length of job-seeking periods distributed by sex. It appears that more than 30 per cent of the young people have been unemployed for more than 6 months. Women in particular are subjected to long unemployment as more than 40 per cent have been unemployed for more than 6 months whereas the corresponding figure for men is approx. 18 per cent. For both sexes it is particularly the young aged 22-24 years who are affected by long unemployment.

TABLE 4. Number of young unemployed persons distributed by the length of their job seeking period, and by sex. Per cent.

Length of job seeking period:	Men	Women	Men and Women
Not yet started	6.4	7.3	6.9
Less than 1 month	16.0	8.1	11.5
1 - 5 months	42.8	32.7	37.0
6 - 12 months	10.1	20.2	15.9
More than 1 year	8.8	23.2	17.0
Not available	15.9	8.5	11.7
Total	100.0	100.0	100.0
Total number	24,658	32,741	57,399

Sources: Statistical News No. A 1979: 1)

TABLE 5 Youth unemployment by level of education. Per cent. 1975 and 1978.

	unemployment percentage rate			
	1975	1978		
	Men & Women	Men	Women	Men & Women
A. Not in training or education	15.8	13.8	18.5	16.1
1. With school leaving certificate only:				
7th - 8th form	24.3	19.6	31.2	23.7
9th -10th form	19.7	17.5	24.3	21.3
Lower secondary, etc.	14.6	14.3	16.6	15.9
Upper secondary, Higher Preparatory, etc.	14.0	15.8	14.9	15.3
2. With vocational training and qualifying education:				
as apprentice, trainee, etc.	11.7	9.7	11.6	10.5
Further and university education, etc.	10.6	11.1	9.3	10.0
3. Data not available	20.7	16.6	25.0	20.5
B. 1. In training or education	1.2	2.3	4.3	2.9
A B Total	12.5	10.3	16.1	13.0

(Source: Statistical News No. A 1979: 1)

Table 5 shows that particularly young people who have received no further education after school are those who are most seriously affected by unemployment. This is especially true of those who have the shortest possible schooling. But young people with further education also have a high rate of unemployment.

Here, too, women prove to be the relatively worst affected group.

The youth employment study furthermore includes an assessment showing the unemployed young people by their financial support situation. Table 6 shows that approx. 67 per cent of unemployed young people are members of an unemployment benefit fund. Approx. 57 per cent receive unemployment benefits, whereas approx. 19 per cent receive social security benefits from their local authority.

TABLE 6. Number of unemployed young people distributed by their situation as regards financial support, and by sex. Per cent.

	Men	Women	Total
Members of an unemployment benefit fund	72.7	62.7	67.0
Non-members of an unemployment benefit fund	25.9	34.7	30.9
Data not available	1.4	2.6	2.1
Total	100.0	100.0	100.0
Of these figures:			
With benefits from an unemployment benefit fund	60.8	54.7	57.3
With social sec. allowances from local authority	13.4	22.4	18.5
Without financial support	16.2	18.5	17.5
Data not available	9.6	4.4	6.7
Total number	24,658	32,740	57,398

1.3.4. Conclusion

In the past few years the growth in youth unemployment has been relatively modest. If a comparison is made with other groups in the labour market it is not possible to demonstrate that the young have suffered a more substantial increase in unemployment since 1975 than other groups. This was, however, the case in the period from 1972 to 1975.

The distribution of unemployment by sex has, however, changed within the past few years as young women now represent a considerably larger share of the young unemployed.

While the situation for young women seems to continue to deteriorate there has been an improvement of the employment situation for young men. It is necessary to especially stress the increasingly bad employment situation for young women. There unemployment rate is not only increasing but there is also a tendency for the unemployment period of young women to be considerably longer.

TABLE 7 Youth unemployment distributed by county authorities *), and by sex. Per cent.

	Men	Women	Men & Women
The Municipalities of Copenhagen and Frederiksberg	11.5	11.0	11.2
Københavns Amtskommune	8.3	8.6	8.5
Frederiksborg Amtskommune	5.9	8.3	7.0
Roskilde Amtskommune	5.7	11.5	8.4
Vestsjællands Amtskommune	9.2	18.3	13.2
Storstrøms Amtskommune	12.0	18.5	14.8
Fyns Amtskommune	12.6	23.7	17.8
Sønderjyllands Amtskommune	8.9	18.5	13.0
Ribe Amtskommune	11.1	21.2	15.3
Vejle Amtskommune	9.8	16.8	12.9
Ringkøbing Amtskommune	8.8	18.1	12.9
Århus Amtskommune	13.7	16.4	15.0
Viborg Amtskommune	7.7	14.6	10.7
Nordjyllands Amtskommune	12.2	24.8	17.9
The whole country	10.3	16.1	13.0

(Sources: Statistical News No. A 1979: 1)

*) A county authority is an "amtskommune".

1.4 Summary

On the basis of reports from local authorities, county authorities and labour market boards, and surveys made by central authorities an estimate is made in this section of total efforts to combat youth unemployment within the period from 1st January to 31st December 1978.

An attempt has been made to present the results of the efforts in outline only. More detailed information and evaluations are to be found in the chapters on individual measures.

1.4.1 Number of Participants in Special Employment and Training Schemes

In the course of 1978 a total number of approx. 37,000 extraordinary employment and training offers have been implemented for unemployed young people under 25 years. Table 1 shows a complete survey of extraordinary employment and training offers within the above-mentioned period. Of these offers, 53 per cent were taken up by women and 47 per cent by men.

Employment projects a-count for the larger part of the implemented activities, i.e. 37 per cent. Extraordinary apprenticeships and traineeships in public and private enterprises account for 18 per cent and vocational preparation courses (EIFU courses) for about 16 per cent.

Extraordinary jobs in the private sector account for 21 per cent of all offers made. 7 per cent are jobs with private employers who receive grants from the local authority whereas 14 per cent are extraordinary appremticeships and traineeships in private enterprises receiving grants from the county authorities.

The 37,000 implemented employment and training offers do not mean that 37,000 unemployed young people have participated in an extraordinary scheme, as some young people participate in more than one scheme. For instance, attendance at an EIFU course will often be followed by participation in an employment project.

TABLE 8. Survey of extraordinary employment training and education offers to unemployed young persons under 25 years within the period from 1st January to 31st December 1978.

	MEN				WOMEN				TOTAL
	Under 18 years	18 - 24 years	Total	Number	Under 18 years	18 - 24 years	Total	Number	Number
	per cent				per cent				
I Employment Projects	11	89	100	7.240	10	90	100	6.960	14.200
II Subsidies to private employers	41	59	100	1.800	24	76	100	700	2.500
III EIFU-courses	27	73	100	1.500	18	82	100	4.500	6.000
IV Apprenticeships and Traineeships with Private employers	45	55	100	3.300	20	80	100	2.100	5.400
V Traineeships and Apprenticeships in public Offices and institutions	14	86	100	430	10	90	100	1.200	1.630
VI Partial payment of students fees at folk high schools	48	52	100	240	45	55	100	390	630
VII Other educational activity offered by local authority	30	70	100	300	17	83	100	600	900
I - VII Total	25	75	100	14.810	17	83	100	16.450	31.260

VIII Courses offered by county authorities, estimated figure	2,500
IX Continued payment of unemployment benefits during participation is high school courses etc.	1,300
X Courses at commercial and technical schools (financed by the State)	600
XI Courses for long terms unemployed	1,200
I - XI Total number of participants in extraordinary youth measures	36,860

On the basis of the sample study made by the Ministry of Labour it may be estimated that approx. 32,000 unemployed young people have participated in an extraordinary employment or training scheme in 1978.

1.4.2. The Participants' Subsequent Situation

With a view to getting an impression of the young people's situation after their participation in the extraordinary schemes the Ministry of Labour has studied the subsequent situation of a representative section of approx. 1,400 of the young people who attended one of the extraordinary schemes in 1978. In the sections on individual schemes these factors are described for the activity in question. In table 9 all the participants in youth employment schemes are distributed by their employment and educational situation after their participation.

TABLE 9 Young people who have participated in the special youth unemployment measures distributed by employment/education situation after the ending of their participation. Distributed by sex. Per cent, 1978.

	Men	Women	Total
	per cent		
Labour market job	29	23	25
Employment Project	5	1o	8
Education and training[1]	32	3o	31
Unemployed	3o	32	31
Other	4	5	5
Total	1oo	1oo	1oo

1) Apprentices and trainees are included as being in further training as their employment is considered to be of a more permanent nature

The assessment of the young people's subsequent situation was made on the basis of the number of participants in individual measures compared with the information collected by the sample study on the young people's situation after their participation in the individual activities.

In 1978 approx. 2/3 have got a job or commenced education after participation in extraordinary youth employment schemes. The greater number - 31 per cent of the total - have started further education, some 70 per cent of them having started vocational training.

31 per cent became redundant again after participation in the extraordinary schemes. However, it should be emphasized that this survey was made immediately after participation was completed so it is impossible at present to estimate the participants' situation in the slightly longer term.

1.4.3. The individual schemes

In the following a brief outling will be given of the main results of the individual schemes.

1.4.3.1. Employment projects

In 1978 approx. 14,200 young people under 25 years participated in employment projects. On the whole there was an equal number of man and women among the participants.

Only 7 per cent have participated in projects in which training was included as an integral element. Both as regards school education and vocational training the participants' previous qualifications were poor. More than half of them had left school at the age of 15-17 and 75 per cent had no previous vocational training.

Approx. 40 per cent of them return to unemployment after finishing participation in an employment project. The remaining number, i.e. approx. 60 per cent, get a job or start further education. The women seem to manage at least just as well as the men after leaving an employment project.

1.4.3.2 Subsidies to Private Employers

In 1978 approx. 2,500 young people under 25 were employed by private employers receiving subsidies and approx. 70 per cent of them were men. The building and construction trades, the manufacturing industries and trade and distribution account for the greatest number as over 61 per cent of the young people were employed in one of these industries. The young people who are employed through this subsidy scheme are typically unemployed with a poor educational background, both as regards schooling and vocational training. Taking this into consideration it must be regarded as a very positive result that approx. 85 per cent have got a job or have commenced training after the end of the subsidised period. One half have continued working for the same firm and one quarter have got jobs in other firms.

1.4.3.3. EIFU courses+) etc.

The EIFU courses form a "framework training system" based on a systematic modular structure which makes it possible to use the modules in flexible combinations of courses which may be varied in accordance with the industrial structure and the employment offers of a given region and the participants' wishes and interests.

In 1978 the number of courses implemented in the whole country was 580, and about 6,000 people attended them. The average length of a course was approx. 10 weeks.

Furthermore it may be mentioned that approx. 1,200 young people under 25 have attended the special vocational training courses for long-term unemployed.

1.4.3.4. Extraordinary Apprenticeships and Traineeships

In 1978 approx. 7,300 extraordinary apprenticeships and traineeships were established. They are distributed between approx. 700 places established by State administration and institutions, approx. 500 by county authorities and approx. 600 by local authorities (with and without grants from the county authorities) and approx. 5,700 places have been established by private employers. Of these

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+) Vocational preparation courses for young people.

places there are more than twice as many traditional apprenticeships as Basic Vocational Traineeships (EFG in Danish). A particularly large number have been established within the retail trade and office sector.

1.4.3.5. Partial Payment by Local Authorities of the Students' Fees at Folk High Schools

Out of the employment funds the local authorities furnished special grants by way of partial payment of students' fees at folk high schools to 635 unemployed young persons in 1978. The main group of participants was in the age category under 22 years, and a good 60 per cent of participants were women.

The total length of participation was equivalent to 315 academic years.

Most participants only have basic school education and no vocational training. A relatively large number were unemployed immediately after the ending of the course, but it is not possible to assess the employment-promoting effects of the high school courses in the long term.

The number of unemployed at folk high schools is larger than the reported number of participants receiving grants out of employment funds. Thus 1,300 young people under 25 who were entitled to receive unemployment benefits attended folk high school courses in 1978. Furthermore it must be assumed that a number of local authorities have provided additional grants to the students' fees out of their ordinary appropriations.

1.4.3.6. Local Authority Educational Activities

Of the employment funds the local authorities have in 1978 subsidised courses established by youth schools and the adult education associations for a total number of approx. 900 unemployed young people. The main group of those attending are to be found in the 18-21 age group, and approx. 65 per cent of those attending are women. As will be mentioned in chapter 3, sections 3.3 and 3.4 the real figure is presumably somewhat higher as young people under 18 years are entitled to attend youth school under normal conditions in the same manner that young people above 18 years may attend

adult evening classes under normal conditions. It must be assumed that the local authorities have axploited these possibilities to a wide extent. Educational activities in connection with employment projects are described in chapter 2.

1.4.3.7. Contact and Information Services

Due to the nature of the information collected on contact and information services it is impossible to state the number of those who benefit from these services. Approx. 40 per cent of the local authorities have set up separate guidance and information offices which are open to everybody within their district. Approx. 45 per cent of the local authorities have established an extended school guidance service aimed at school-leavers.

These services will at a later stage be described in greater detail in a special report.

1.4.3.8. County Authority Courses

The county authorities have initiated courses for approx. 2,500 students in 1978. These courses have particularly been established as one-subject diploma courses at commercial and technical schools. The main types of courses are intensive Higher Preparatory Examination Courses and courses aimed at trade and industry for young people having vocational or technical training.

1.4.3.9. Additional Courses at Commercial and Technical Schools

New activities commenced in the fiscal year 1978 such as extra classes for the one-year course leading to the Higher Commercial Examination for 365 students, extra classes for the one-year computer assistant course for 120 students, and special courses at technical schools for 140 students.

1.4.3.10 Government Grants for Local Educational Projects

The grants for local educational projects are intented to subsidise various forms of project and activity implemented by public authorities, organisations and private bodies.

They are furthermore spent on exchange of experiende and for the evaluation of the various measures. In 1978 a total number of 120 applications were submitted, of which 94 were favourably received and promised subsidies of a total amount of well over Kr. 9 million. Subsidies covering 1979 and 1980 totalling kr. 8 million have been reserved for a number of these projects.

No calculations have been made of the employment effects of these projects as they differ very much.

1.4.3.11 Government Grants to Graduate Project Groups

The grants to project groups for graduates are primarily aimed at the private sector, and the maximum rate of unemployment benefits is applied as salary subsidy. The scheme has resulted in many applications, and it is anticipated that it will be necessary to turn down projects for the reason of limitations of the grants at the end of 1979. So far 40 per cent of the applications have been met. Only a few projects have been finished so far, and the greater part of the participants in these projects have remained in employment after the ending of the project period.

1.4.4. Expenditure

Local and county authorities have in 1978 spent considerably more than the amounts of kr. 40 and kr. 20 respectively per inhabitant as required by Act No. 488.

A rough estimate indicates that they have spent a total amount of kr. 90 million more than the minimum expenditure of kr. 305 million fixed by the Act, and that is equal to an additional expenditure of 30 per cent.

Overleaf the expenditure of local and county authorities is divided into four main categories.

TABLE 1o The amounts spent by local and county authorities divided into 4 main categories.

	Local Authorities 1)	County Authorities	Total
1) Employment projects	83	39	7o
2) Subsidies to private employers (the subsidy scheme and apprenticeships and traineeships)	5	42	17
3) Courses, contact and information services	9	9	9
4) Local and county authority traineeships and apprenticeships	3	1o	4
Total	1oo	1oo	1oo

1) Including the municipalities of Copenhagen and Frederiksberg.

To the amounts spent by local and county authorities should be added the government expenditure of roughly kr. 125 million, so that the total public expenditure in connection with the special efforts to combat youth unemployment in 1978 may be estimated at approx. kr. 525 million.

2. Labour Market Measures to Reduce Youth Unemployment

The labour market measures for young people comprise employment projects, subsidies to private employers who take on unemployed young people and various types of vocational training.

2.1.1. Employment Projects

The Circular of the Ministry of Labour of 21st December 1977 lays down the way in which local and county authorities may initiate employment projects with or without subsidies from the State.

Employment projects with subsidies from the Sate may be implemented in pursuance of section 97 of the Employment Service and Unemployment Insurance Act and according to the regulations laid down by the Circular and Executive Order of29th June 1971.

Of the special funds earmarked for the combat of youth unemployment local and county authorities may pay the share of the wage expenses which exceeds the subsidy from the State, which is approx. 80 per cent of the wage expenses. Besides, the expenses for the wages of a foreman, if any, for materials and planning etc. may to some extent be covered by the special funds, if these expenses represent a small share of the total expenses for the implementation of the project.

Furthermore local and county authorities may start employment projects without state subsidies, and here they may pay the total expenses out of the special unemployment funds for wages to the participants, foremen, cost of materials etc.

Labour market boards and local and county authorities may, furthermore, subsidize employment projects at independent and private institutions, or on private property as they may pay grants op up to 80 per cent of the wages. For such projects it is a pre-requisite that a large number of people will benefit from them.

Projects which include section 97 a-funds from the State must be approved by the Employment Service, whereas projects including local or county authority funds may only be implemented independently by local or county authorities. However all employment projects must be submitted to the labour market boards for

approval. When evaluating the project the Board must, for instance, consider whether the project comprises extraordinary employment and whether the wage expenses represent a reasonable part of the total expenses. When the projects are submitted the Board will also attempt to co-ordinate the employment projects within its own region.

Young people can normally participate in employment projects for 26 weeks. However, some projects include training of various sorts as an integrated part of the project. In such cases participation may be extended beyond the 26 weeks, but for such periods only that the maximum wages payable will be for 1040 hours.

2.1.2. The Number of Participants in Employment Projects

In 1978 14,200 young persons under 25 participated in employment projects. Of these, 44 per cent participated in projects that were financed purely by local and county authorities, whereas the remaining number, i.e. 56 per cent, participated in projects financed by a combination of funds from the State and local and county authority funds.

TABLE 11 Young persons under 25 who have commenced participation in an employment project in 1978, distributed by sex and age.

Age on start of participation	Men	Women	Total	Total number
	per cent			
Under 18 years	54	46	100	1,500
18 - 21 years	48	52	100	8,300
22 - 24 years	57	43	100	4,400
Total	51	49	100	14,200

The distribution of sex of the participants was largely equal

TABLE 12

No. of young people per county authority ("amtskommune") who have participated in an employment project, distributed by sex and age

Amtskommune	MEN				WOMEN				M + W	Per cent basis
	under 18 -pct-	18-21 -pct-	22-24 -pct-	-pct-	under 18 -pct-	18-21 -pct-	22-24 -pct-	-pct-	-pct-	
Københavns k.	8	47	19	74	6	17	3	26	100	577
Frederiksberg k.	2	30	25	57	8	27	7	43	100	169
Københavns a. 1)	7	37	22	66	7	20	7	34	100	1.277
Frederiksborg 1)	7	30	16	53	7	32	8	47	100	469
Roskilde 1)	16	31	11	58	10	26	6	42	100	431
Storstrøm	5	22	15	42	3	41	14	58	100	896
Vestsjælland 1)	5	30	17	52	8	28	12	48	100	663
Bornholm 1)	0	47	27	74	0	20	6	26	100	34
Fyn	6	28	16	50	6	30	14	50	100	1.800
Ribe	8	31	17	56	2	26	16	44	100	698
Sønderjylland	5	21	14	40	4	38	18	60	100	788
Ringkøbing 1)	2	19	26	47	5	25	23	53	100	968
Vejle	4	22	14	40	5	41	14	60	100	831
Århus 1)	5	29	20	54	2	31	13	46	100	929
Viborg	5	29	15	49	2	31	18	51	100	697
Nordjylland 1)	2	26	18	46	2	39	13	54	100	911
ALT	6	28	17	51	5	31	13	49	100	12.138

1) These counties have not supplied information on the sex and age for a total of 2,056 participants. These participants have therefore not been included in this table.

As to age there is for both sexes an excess of participants within the 18-21 age group. This group includes almost 60 per cent of participants and this distribution corresponds largely to the age distribution of all unemployed young people.

Table 12 shows the number of young persons who have participated in an employment project distributed by county, sex and age (see previous page).

2.1.3. Length of participation

Of those who commenced and completed participation in an employment project in 1978 more than one half - 56 per cent - participated for less than 12 weeks.

TABLE 13 Young people who have finished participation in 1978 distributed by the duration of their participation, and by sex. Per cent.

Duration of participation	Men	Women	Total	
	per cent			number
Less than 12 weeks	61	5o	56	5,7oo
12 - 25 weeks	3o	35	32	3,3oo
26 weeks or more	9	15	12	1,2oo
Total	loo	loo	loo	lo,2oo

Young men seem to participate for shorter periods than women, as only 39 per cent of the men against 50 per cent of the women participate for 12 weeks or more.

2.1.4. Employment Projects that include Instruction

Only a relatively small number of young people have participated in employment projects in which instruction is an integrated element, parallel with work. The number is only 7 per cent of all participants.

2.1.5. The Participants' Educational Background

More than half, i.e. 56 per cent, of the young people who have taken part in employment projects left school at the age of 14-16. However the women seem to have left school slightly later than the men as 44 per cent left at 14-16 and 43 per cent left school at 17.

TABLE 14 Young people who have participated in employment projects distributed by previous schooling, and by sex. Per cent.

Schooling	Men	Women	Total
	per cent		
7th - 9th form	65	44	56
loth form or lower secondary school	25	43	33
Upper secondary or higher preparatory ex.	6	8	7
Other education	4	5	4
Total	loo	loo	loo
Total number	243	185	428

As regards vocational training 76 per cent of the participants of the employment projects had received no previous vocational training.

TABLE 15 Young people who have participated in employment projects distributed by previous vocational training, and by sex. Per cent.

Previous vocational training	Men	Women	Total
	per cent		
No vocational training	75	77	76
Semi-skilled worker training	12	5	9
Apprentice trained or basic vocational training (EFG)	7	9	8
Further training	2	1	2
Other types of training	4	8	5
Total	loo	loo	loo
Total number	288	2o6	494

As regards training the participants of the employment projects are thus in a very bad position. On the other hand the target group for the special youth unemployment measures is exactly this group, so the objective of the employment projects must, in that respect, be said to be attained.

2.1.6. Unemployment before Participation

A large number of the participants had been unemployed for fairly long periods before they joined an employment project. 45 per cent had been unemployed for more than 156 days. Approx. 20 per cent had even been unemployed for more than one year.

The vast majority - 93 per cent - were registered by the Employment Service as unemployed the week before they joined an employment project.

TABLE 16 Young people who have participated in an employment project distributed by their unemployment within the last 18 months before participation. Grouped by sex and age. Per cent.

Duration of unemployment:	Age			Sex		
	under 18 years	18-21 years	22-24 years	Men	Women	Total
	per cent					
No unemployment	15	3	o	2	4	3
26 days or less	18	12	1o	12	11	12
27 - 156 days	46	44	26	42	37	4o
157 - 312 days	12	26	31	26	27	26
313 days and more	9	15	33	18	21	19
Total	1oo	1oo	1oo	1oo	1oo	1oo
Number registered by the Employment Service as unempl. the week before joining a project	82	93	99	95	92	93
Total number	34	336	134	295	2o9	5o4

2.1.7. The Situation of the Young People Involved after their Participation

More than half the young people - 55 per cent - have got employment or commenced education after having participated in an employment project. 36 per cent of the young people have got actual jobs.

A relatively large number return to unemployment when they leave the employment project. The figure is 40 per cent, of whom 2/3 receive unemployment benefit.

TABLE 17 Young people who have participated in employment projects distributed by their employment or education situation after their participation. Distributed by sex and age. Per cent.

Situation after participation	Age			Sex		
	under 18 years	18-21 years	22-24 years	Men	Women	Total
	per cent					
Labour market job	48	36	36	35	38	36
Employment activity	4	5	7	7	3	5
Semi-skilled training	0	3	3	4	2	3
Apprentice training	4	4	1	2	5	3
EFG-training (BVT)	4	1	0	1	1	1
Other types of training	11	7	5	5	9	7
Unemployed w. benefits	7	27	33	29	26	28
Unemployed w.out benef.	15	12	9	12	11	12
Other	7	5	6	5	5	5
Total	100	100	100	100	100	100
Total number	27	294	117	255	183	438

Otherwise, it is important to note that the women seem to manage a little better than the men on average after leaving the employment projects. A larger number of women get actual jobs and fewer become redundant.

It has often been asserted that the primary intention of the local authorities as regards the unemployment projects is to get as many of the young unemployed as possible transferred from social security allowances in accordance with the Social Assistance Act to employment benefits so that the State alone will be financing the subsistence of the young people. However, the study shows that only for one quarter of the young people is participation in an employment project the factor entitling them to unemployment benefits. This fact, coupled with the circumstance that the major part of young people do get out of their redundancy situation, seems to indicate that there is very little substance in the assertions that the local authorities do not primarily aim at improving the employment situation of young people by initiating employment projects.

2.1.8 Conclusion

Of the special measures to combat youth unemployment the employment projects are by far the most utilised type of activity. The employment projects or employment schemes as they are also called, have often been characterised as being without perspective and as non-motivating measures which will only relieve the youth unemployment situation to a very modest extent.

The term employment project does however cover a number of often very different activities such as recycling projects, forest work, trainee service in nursing homes, beach waste removal, manufacture of solar panels, repair of engine sheds, the construction and running of youth hostels etc. As a consequence of the highly varied nature and quality of the employment projects it is difficult to effect a general evaluation of their value in connection with the employment efforts.

However, many local and county authorities have undoubtedly been aware of the necessity of establishing some employment offers which appeal to young people to a higher degree than the initial employment projects some years ago which might often be without much perspective. Thus the projects implemented in 1978 seem to indicate that in many regions the efforts have given positive results and have developed towards a differentiated supply of job training offers which in very many cases will improve job prospects for the young unemployed, not only for a brief period but also in the longer term. The employment projects have to a wide extent provided employment to the most disadvantaged and relatively "unemployable" young people who have a long period of unemployment behind them.

More than half have obtained employment or commenced training after participating in an employment project. Finally, it may be underlined that the young women seem to manage at least as well as the men.

2.2.1. Subsidies for the Employment of Young People in Private Firms

During 1978, the period covered by this report, the local authorities have subsidised the employment of young people in private enterprises according to the Circular of the Ministry of Labour of 15th November 1977. Later this Circular has been replaced by another Circular of 15th December 1978, the provisions of which came into force on 1st February 1979.

The main objective of the scheme is both to create possibilities of ensuring that young unemployed get a brief transition period to active employment in a normal place of work and to expand employment in the community as a whole.

The scheme is directed at young job-seekers under 25. Compared to the previous Circular the new Circular of 15th December 1978 requires in addition that the applicant has been unemployed for at least three months.

The subsidies are granted in order to promote permanent employment in normal places of work on usual terms. Normally, the subsidised periods may cover six months at a maximum, but for young people who have been unemployed for at least 12 months within the last 15 months the subsidised period may be extended up to 12 months.

The subsidies in 1978 amounted to kr. 10 per working hour for all. According to the new provisions the job seeker's local authority grants a subsidy of kr. 16 per hous for the first 13 weeks and kr. 11 per hour for the remaining period for employers who engage young persons aged 18 to 24 years. For young people under 18 the subsidy is kr. 11 per hour throughout the period.

The local authority makes the final decision as to whether an engagement is to be subsidised. However, the labour market board must consider the case in advance. If the board recommends subsidised employment, the Employment Service and the local authority will co-operate on the selection of a suitable candidate from those unemployed under 25.

According to provisions valid in 1978 a representative of the employees was to sign the offer made by the employer for taking on young unemployed persons. This provision had the effect that the Danish Employers' Federation could not recommend their members used the scheme. According to the most recent Circular it must be stated on the offer of employment that representatives of the employees have declared that they are willing to co-operate, but it is not now necessary for the shop steward to confirm it.

So now the Danish Employers' Confederation recommend their members to engage unemployed young persons according to the subsidy scheme.

2.2.2. The Number of Young People in Subsidised Jobs

In 1978 about 2,500 young persons under 25 were engaged by private employers receiving subsidies. The vast majority were young men. They represented well over 70 per cent of all those who were engaged.

TABLE 18 Young people employed by private employers receiving subsidies, distributed by age and sex.

	under 18 years	18-21 years	21-24 years	Total	Total number
	per cent				
Men	41	41	18	100	1,800
Women	24	52	24	100	700
Total	36	44	20	100	2,500

About 1,200 firms have taken on young people and received subsidies, which means that on average these firms have employed more than 2 persons and received subsidies accordingly.

It appears from the age distribution that 64 per cent of all those employed were 18 or more at the time of their engagement. Generally the women seem to be slightly older than the men, as 76 per cent of the women and 59 per cent of the men were 18 or more.

Table 19 shows the number of young people who have been employed by a private enterprise distributed by region, sex and age (see next page).

TABLE 19

Number of ycung subsidised employees in private firms per county ("Amtskommune") distributed by sex and age

	MEN				WOMEN				
Amtskommune	u. 18	18-21	22-24	total	u. 18	18-21	22-24	total	TOTAL
København	53	48	27	128	19	12	6	37	165
Frederiksborg	40	48	13	101	1o	14	2	26	127
Roskilde	24	2o	1o	54	6	11	3	2o	74
Storestrøm	45	46	16	1o7	2.	7	3	12	119
Vestsjælland	55	56	22	133	15	34	15	64	197
Bornholm	4	13	2	19	2	2	4	8	27
Fyn	91	83	25	199	22	72	26	12o	319
Ribe	36	2o	12	68	13	2o	6	39	1o7
Sønderjylland	33	27	11	71	5	29	15	49	12o
Ringkøbing	29	53	28	11o	4	39	16	59	169
Vejle	98	62	17	177	12	23	4	39	216
Århus	1oo	95	69	264	28	41	33	1o2	366
Viborg	93	99	53	245	22	42	26	9o	335
Nordjylland	23	44	13	8o	6	9	1o	25	1o5
Total	724	714	318	1756	166	355	169	69o	2446

2.2.3. Duration of Employment

A distribution according to the duration of the subsidised period shows than more than 33 per cent have had subsidised jobs for less than 12 weeks. From this the indirect conclusion can be drawn that at least 1/3 of the young people stop work before the expiry of the granted subsidy period, as a condition for receiving subsidies in 1978 was that employment was to last for at least three months unless the discontinuance of the employment was caused by the young person himself.

TABLE 2o Young people who have had jobs with private employers receiving subsidies distributed by the duration of the subsidized period, and by sex.

	less than 12 weeks	12-25 weeks	26 weeks and more	Total	Total number
	per cent				
Men	32	37	31	1oo	1,15o
Women	36	38	26	1oo	45o
Total	33	28	29	1oo	1,6oo

The survey of the duration of the subsidised period is based on those young people who commenced and finished subsidised employment in 1978. Approx. 30 per cent of them have been employed for 26 weeks or more. Otherwise, the figures reveal no significant difference between the duration of the subsidised periods for women and men.

2.2.4. Distribution by trade

In comparison with other trades most young people in subsidised jobs have been engaged in manufacturing industries and in offices and the retail trade. Together these branches account for almost 50 per cent of the total number of engagements.

There is a clear difference between the industries in which young men and women were employed. The men were first and foremost employed by the primary and secondary industries where more than 60 per cent were employed. The women were mainly employed in the tertiary sector, where 57 per cent were employed. Thus the subsidy scheme does not seem to have changed the traditional structures in the choice of trade of young men and women.

TABLE 21 Young persons who have had jobs with private employers receiving subsidies, distributed by the industries of the enterprises concerned, by sex and age. Per cent.

Industry:	Age, years			Sex		
	under 18 years	18-21 years	22-24 years	Men	Women	Total
	per cent					
Agriculture or Fishing	36	9	15	22	6	18
Building and Construction	18	11	15	16	9	14
Manufacturing	31	36	22	24	28	25
Trade and Distribution	14	28	21	2o	28	22
Offices	4	4	12	1	19	6
Other service trades	7	17	12	14	1o	13
Transport activities	o	o	1	2	o	1
Other trades	o	1	o	1	o	1
Total	1oo	1oo	1oo	1oo	1oo	1oo
Total number	28	47	33	76	32	1o8

Also as regards age there is a difference between the industries in which the young people have been employed. It should particularly be emphasized that more than one third of the young persons under 18 have been employed in agriculture and fishing, whereas older employees to a larger extent were employed in secondary and tertiary industries.

2.2.5. The Young People's Educational Background

The distribution of the young people by school education shows that 71 per cent of the men and 32 per cent of the women left school at the age of 14-16. It is clear that the young women on average have longer schooling than the men.

The young women's generally better educational background is also clearly seen as regards vocational training. Of those young people who were employed by private employers receiving subsidies 45 per cent of the women had received previous vocational training as against 25 per cent of the men. Furthermore it should be noted that almost 1/5 of those employed in subsidised jobs had received previous vocational training.

TABLE 22 Young people employed by private employers receiving subsidies distributed by previous schooling, and by sex. Per cent.

School education:	Men	Women	Total
	per cent		
7th - 9th form	71	32	59
10th form or Lower secondary school	25	55	34
Upper secondary school or Higher Preparatory exam.	3	10	5
Other degrees	1	3	2
Total	100	100	100
Total number	68	31	99

TABLE 23 Young people employed by private employers receiving subsidies distributed by previous vocational training, and by sex. Per cent.

	Men	Women	Total
	per cent		
No vocational training	70	55	66
Semi-skilled worker training	10	9	7
Apprentice training or Basic vocational training (EFG)	16	21	18
Further training	1	6	3
Other types of training	3	9	6
Total	100	100	100
Total number	71	33	104

2.2.6. Unemployment before Engagement

Particularly in the 22-24 age group a large number, i.e. 45 per cent, had in total been unemployed for long periods, i.e. for more than 6 months within the last 18 months before they were given subsidised jobs. The opposite trend makes itself felt with the under-18's, more than 70 per cent of whom had been unemployed for less than four weeks.

TABLE 24 Young people engaged by private employers receiving subsidies distributed by unemployment within the 18 months prior to the engagement, distributed by age, and sex. Per cent.

	Age			Sex		
	Under 18 years	18-21 years	22-24 years	Men	Women	Total
	per cent					
No unemployment	33	6	3	16	6	13
26 days and less	4o	26	18	31	18	27
27 - 156 days	2o	43	33	32	36	34
157 - 312 days	7	19	27	17	21	18
313 days or more	o	6	18	4	18	8
Total	loo	loo	loo	loo	loo	loo
Number who were registered by the Employment Service as unemployed in the week before engagement	8o	94	91	87	94	89
Total number	3o	47	33	77	33	11o

The men had generally been unemployed for shorter periods than the women before engagement. 53 per cent of the men as against 76 per cent of the women thus had a previous unemployment period of more than 26 days. The majority of both sexes had a previous unemployment period of between four weeks and six months.

Finally it appears that almost all, i.e. 90 per cent, were registered as unemployed by the Employment Service in the week immediately before their engagement.

2.2.7. The young people's situation after the end of the subsidised period

The vast majority, i.e. 85 per cent, of the young people who were employed by private employers receiving subsidies got a job or commenced training after the end of the subsidised period. Half of them are still employed in the subsidised firm and of these 1/6 have started apprenticeships. Furthermore 26 per cent have got jobs in other firms.

TABLE 25. Number of young people engaged by private employers receiving subsidies, distributed by employment/training situation after the end of the subsidised period, also by age and sex. Per cent.

Situation	AGE			SEX		
	under 18	18-21	22-24	Men	Women	Total
	pct					
Remain in subsidised firm	33	41	55	41	49	43
Employment in new firm	26	22	29	29	16	25
Employment	7	2	0	3	3	3
Semi-skilled training course	0	0	3	1	0	1
Apprenticeship in subsidised firm	22	2	0	7	7	7
Apprenticeship in other firm	4	0	0	1	0	1
Other training	4	9	0	5	3	5
Unemployed with benefit	0	15	13	7	19	10
Unemployed without benefit	4	9	0	6	3	5
Total (per cent)	100	100	100	100	100	100
Total number	27	46	31	73	31	104

A relatively larger proportion of women - 22 per cent - than men - 13 per cent - return to unemployment after the subsidised period. It does however look as if men and women manage equally well at the subsidised enterprises as 56 per cent of the women against 48 per cent of the men remain employed in the same enterprise. It appears, however, that it is more difficult for women to find a job in another firm after the subsidised period. 30 per cent of the men got a job in another firm whereas only 16 per cent of women did so.

2.2.8 Conclusion

Considering that the scheme to subsidize private employers who engage young people is a relatively new measure on the labour market the results of this scheme should be regarded as positive in spite of the fact that only 2,500 young people obtained employment.

When considering that the young subsidised employees are on average badly situated, both with regard to educating and vocational training and that many of them have been unemployed for a long time it should be regarded as very satisfactory that 85 per cent got a job or started training after the subsidy period.

Another fact to be noted is that the employed women manage just as well as the men. However the subsidy scheme has not promoted a more unconventional pattern of choice of employment among the women which is probably due to the fact that it is often the subsidised firm that takes the initiative to employ a young person on a subsidised basis. This might also be one of the reasons why only 30 per cent of the 2,500 employed are women. It thus seems that a more active effort on behalf of the Employment Service and local authorities is needed in connection with recruiting by sex when employing young people on a subsidy basis.

In spite of the fact that the subsidy scheme as such to a great extent seems to allow for a more permanent employment of the young, the scheme has not come up to expectations.

An essential reason for this has probably been the faltering attitude of employers towards the scheme. The altered subsidy rates as well as the fact that DA (the Danish Employers' Confederation) now recommends the scheme to its members semms, however, to indicate that the dimensions of the scheme will increase in 1979.

2.3. Vocational Preparation Courses for Young Persons, etc.

2.3.1. The Legal Basis etc.

Vocational preparation courses for young unemployed persons (the EIFU courses) are carried out in pursuance of part III of the "Education Act" (the Vocational Training and Retraining Act (Semi-skilled Workers etc.)) cf. Consolidated Act No. 271 of June 2nd 1971. By a note to the 1976-77 Budget it is possible to admit young persons under 18, thus including young persons between 15 and 25 years of age.

The courses are administered by the Directorate for Adult Vocational Training and are held locally by training centres for semi-skilled workers.

2.3.2. Characteristics

The EIFU courses might in short be described as a "framework training system" that builds on a systematic modular structure which makes it possible to apply the modules in a flexible way when arranging the courses which can vary depending on the trade structure and job opportunities in a given locality, as well as the wishes and interests of the participants.

2.3.3. Aim

The EIFU courses aim primarily at providing the young unemployed with a general as well as basic knowledge and understanding of the labour market, and to motivate the participants to continue - after the course period - a longer and more formalised education or employment and to make them understand that they too belong to the labour market.

This aim is tried reached by using the training "modules" in such a way that the participants in each individual EIFU course have a vocational introduction to several trades and receive basic/cross-disciplinary instruction which describes conditions on the labour market in both general and specific terms and gives information on both opportunities for training and employment.

2.3.4. The Composition of the EIFU Courses

On the basis of an estimate of local needs the EIFU courses are made up of the following components:

- a course period of 6-8- weeks' duration, consisting of modules giving an introduction to several vocational fields and some basic/cross-disciplinary modules.

- a trainee service period of normally four weeks, during which the participants have a chance of obtaining a concrete, practical knowledge of one or more of the trades dealt with on the course in a private or public firm or institution.

Although it has not been possible to establish traineeships for all the participants, traineeships have been established for the overwhelming majority.

It is attempted to follow up the course by long-term employment, formalised training courses, employment schemes etc.

2.3.5. The Structureoof the EIFU Courses - the Module System

As mentioned above the EIFU courses may be described as a "framework training system".

The individual modules are constructed as framework schemes in which the introduction to the trade in question is delimited by the nature of the subject and the time available.

The modules are built up locally to form EIFU courses consisting of a basic/cross-disciplinary part and an introduction to at least two trades.

Each module runs for 40 hours (or multiples of 40), i.e. a whole teaching week. The Directorate for Adult Vocational Training has built up 25 modules either on its own initiative or on the basis of requests from a particular area.

Each module consists of compulsory and optional subjects.

This structure makes it possible to use the modules locally and the parts of the modules which - apart from the compulsory subjects - provide the courses with the desired local relevance and flexibility.

The framework scheme structure ensures that, on the one hand, the introduction takes place at such a level as to conform to the general lines for the EIFU courses and, on the other hand, that the individual modules and the individual courses can be adapted to the local vocational and employment structure in consideration of the needs and interests of the participants. Finally, this framework structure allows for adaptation to a new vocational development and local wishes as new (optional) subjects can be quite easily fitted into the framework scheme and, in the same way, subjects may be dropped.

The possibility of a flexible use of the EIFU courses can be illustrated by the following examples:

a) In the town of Roskilde the EIFU courses are used in a connection which also has a pedagogical-social aim, as an attempt is made by means of these courses to give socially disadvantaged participants more self-confidance which will be an asset to them when looking for a job.

b) On the island of Fyn the EIFU systemshas been used - in addition to the ordinary EIFU courses - to introduce the participants to a large group of trades, all of which have "the harbour and its functions" as a common denominator.

   Other examples of this type are known from other parts of the country.

c) In the town of Viborg - also in addition to the normal courses - EIFU courses have been held specially aimed at a large building and construction project: an extension of the local youth school where the participants are directly engaged in all functions in connection with the building of the extension. This project is being carried out in co-operation with the Municipality of Viborg and local contractors.

2.3.6. The development in the number of EIFU-courses held.

Some statistics

Fiscal year	1975/76	1976/77	1977/78	calendar year 1978	expected 1979 activity
No. of courses	60	200	400	ca. 580	ca. 800
No. of participants	700	2000	4100	ca. 6000	ca. 8500
Average length of course including trainee service period (usually four weeks)	8,6	8,6	8,8	ca. 10	ca. 10

2.3.7. Local Co-operation - Structure and Aim

As will be seen from the statistical material on the EIFU courses, they have both a job-creating effect and an educational one.

The precondition for this and for that these positive effects can be preserved and strengthened is that the EIFU courses continue to be locally co-ordinated with the additional local labour market policy and educational policy measures to combat youth unemployment.

With a view to strengthening the possibility of placing young people in the labour market or in formalised training, the Directorate of Labour has - after consultations with the Directorate for Adult Vocational Training and after the question has been discussed in the National Labour Board - requested in a letter of 15th November 1977 all labour market boards to set up special subcommittees whose duties are to attend to certain planning and co-ordination tasks for the EIFU courses among others.

By these subcommittees the basis has been formed for co-operation between the training colleges for semi-skilled workers, the Employment Service, the labour market organisations and the local authorities, and thus the possibility of co-ordinating the needs and wishes of the participants, the education activities and the subsequent employment and training opportunities. The

secretariat functions of these subcommittees are carried out by the local training college for semi-skilled workers and the labour exchange working together.

This co-operation concerns tasks such as estimates of needs, co-ordination, motivation and recruitment of participants, the composition of courses in conformity with local industry, job opportunities and the wishes and qualifications of the participants and to procure jobs, traineeships, apprenticeships, jobs under the employment scheme and other places within the educational system.

Of the above-mentioned tasks, the motivation and recruitment of the participants is primarily undertaken by the employment exchange office and the local social welfare office in co-operation with the local training college for semi-skilled workers.

The execution of the EIFU course is in the hands of the local training college for semi-skilled workers.

The procurement of traineeships etc. is undertaken by the labour exchange.

The follow-up, in the form of gainful employment, apprenticeships and other places within the educational system, jobs under the employment scheme etc. is undertaken by the labour exchange, the local authority and the training college for semi-skilled workers in co-operation.

Already at the start of the course, attempts are made to establish follow-up possibilities for individual participants.

2.3.8. The Effect of the EIFU Courses

The effect of the EIFU courses with regard to employment and training can be seen from statistical material.

The effects stated may be considered as a cyclical problem in relation to youth unemployment on the one hand and as a particular structural problem on the other hand.

As the EIFU courses alone do not create new or more jobs, the cyclical effect appears rather in the fact that the participants are able to get started.

The sample study made by the Ministry of Labour for 1978 shows the distribution of the participants between employment and training after participating in EIFU courses (table 30).

From this it will be seen that: 24 per cent get a job immediately after the course has finished, 31 per cent get a job under a project scheme and 20 per cent continue in the training sector. Approx. 20 per cent remained unemployed after participating in a course.

The situation after participation in a course shows some characteristic differences for male and female participants:

TABLE 26	Men	Women
Employment	34%	19%
Employment projects	19%	36%
Training	23%	15%
Unemployment	18%	26%
Other	6%	4%
	loo%	loo%

This table shows that the primary effect for men is gainful employment and for women it is participation in employment projects.

If a comparison is made between the effect of participation in an EIFU course and the effect of participation in the "ten-kroner scheme" and participation in employment projects the following picture emerges:

TABLE 27

FROM / TO	lo kr.	Employment project %	EIFU %
Employment	67	36	24
Employment project	3	6	31
Courses for semi-skilled workers	1	3	2
Trainees EFG etc.	8	5	11
Other training	5	7	6
Unemployment	16	38	23
Other	o	5	3

To this it should be noted that the large proportion of 31 per cent who enter an employment project from an EIFU course have a renewed chance of a job or of taking part in a vocational training course.

No special investigations have been made of the effect of the EIFU course seen in relation to youth unemployment as a specific problem of structure.

However the following possible effects can be mentioned as far as certain individual structures are concerned:

a) The EIFU courses seem to have a positive effect on some of the young people from the group that has not been able to settle down in school or in the educational system as a whole so that the transition from school to work has been easier for some of these people.

b) The structure that concerns the young people's valuation of trade and industry and vice versa is to some extent affected by the EIFU courses.

   The trainee service period, in particular, may act as a general corrective for the preconceived opinions of both the young people and industry.

c) The formal educational structure is presumably not affected by the EIFU courses, on the contrary the EIFU system becomes, to many young people, the influential factor that makes them decide to start formalised training. In this relation the EIFU system might be considered an innovation.

d) The sex-segregated labour market, which is one of the underlying structures that can help to explain the higher rate of unemployment for women, is somewhat affected by the EIFU courses. The direct positive results for the female participants should perhaps not so much be sought in the direct employment effect than in the "individual orientated/norm breaking" effect of the courses where female participants get a chance to try some types of work that are not traditional for women.

The employment and educational effects of the EIFU courses stress the importance of a local, co-ordinated effort in which the EIFU courses are not seen as isolated independent initiatives

Table 30 Number of participants distributed by previous education and by sex

Education	Men	Women
	pct	
left school at 14-16	47	41
left at 17	46	52
university entrance exam or equivalent (HF)	5	4
Other	2	3
Total	100	100
Total number	79	168

Tables 30 and 31 are taken from the sample study made by the Ministry of Labour. It will be seen from table 30 that more than 90 per cent of the participants in 1978 had between seven and ten years schooling.

Table 31 Participants distributed by previous vocational training and be sex. Per cent

Vocational training	Men	Women
	pct	
No vocational training	85	84
Semi-skilled	8	4
Apprenticeship/EFG	4	5
Further education	0	0
Other	3	7
Total	100	100
Total number	78	168

Table 31 shows that more than 4/5 of the participants had no vocational training prior to participation.

Table 32 Regional distribution (amt = county, kommune = local authority)

	Number	Per cent
Copenhagen kommune	37o	6
Frederiksberg kommune	1o	o
Copenhagen amt	8o	1
Frederiksborg amt	2o	o
Roskilde amt	19o	3
Vestsjællands amt	59o	1o
Storstrøms amt	49o	8
Bornholms amt	-	-
Fyns amt	52o	9
Sønderjyllands amt	36o	6
Ribe amt	19o	3
Vejle amt	53o	9
Ringkøbing amt	55o	9
Århus amt	6oo	1o
Viborg amt	44o	7
Nordjyllands amt	1o6o	18
i alt	6ooo.	

Table 33 Amount spent distributed in the same way as participants are distributed in table 32

	Mill.kr.
Copenhagen kommune	2,3
Frederiksberg kommune	o,1
Copenhagen amt	o,5
Frederiksborg amt	o,1
Roskilde amt	1,2
Vestsjællands amt	3,8
Storstrøms amt	3,1
Bornholms amt	-
Fyns amt	3,3
Sønderjyllands amt	2,3
Ribe amt	1,2
Vejle amt	3,4
Ringkøbing amt	3,5
Århus amt	3,8
Viborg amt	2,8
Nordjyllands amt	6,8
i alt	38,2

2.3.9.2. Courses for Long-Term Unemployed Persons, including Special Courses for Women

In the calendar year 1978 about 315 courses for long-term unemployed persons were held i.e. about 1,800 course weeks.

Of the approx. 3,600 participants who started these courses about 33 per cent were under 25, i.e. about 1,200 participants.

2.3.9.3. Courses for Semi-Skilled Workers

In 1978 a total of approx. 5,200 courses for semi-skilled workers were held, i.e. approx. 13,100 course weeks.

Of the approx. 48,700 participants who started on the courses about 41 per cent were under 25, i.e. about 20,000 participants.

2.3.9.4. Further Training Courses for Skilled Workers

In 1978 a total of about 2,700 further training courses for skilled workers were carried out, i.e. about 4,900 course weeks.

Of the approx. 29,800 participants who started on the courses about 23 per cent wer under 25, i.e. approx. 6,900 participants.

2.3.9.5. Retraining Courses

In the calendar year 1978 about 50 retraining courses were held, i.e. 417 course weeks.

Of the 476 participants who started on the courses about 53 per cent were under 25, i.e. approx. 250 participants.

3. Educational measures to Combat Youth Unemployment

Introduction

During the past few years the grammar schools (gymnasieskolerne) and the vocational training courses have had a steadily increasing intake. It is uncertain to what extent the increased intake is due to fear of unemployment among young people. It is, however, certain that the increased number of students entering higher education have contributed to a reduction in youth unemployment as Denmark differs from most other Western countries in having a relatively low rate of unemployment for persons under 18. The large number of unemployed young people is to be found in the 20-24 age group. Here the young women prove to be the worst affected group.

A number of extraordinary training offers made as part of the measures to combat youth unemployment are described below. The first such offers to unemployed young people were made as early as 1975. At the beginning, efforts were concentrated on the establishment of extraordinary traineeships and apprenticeships within State offices and institutions as well as various kinds of courses at training colleges for semi-skilled workers, commercial and technical colleges and at HF level. (HF = higher preliminary examination).

As mentioned in the introduction to this report, it will be possible to make a considerably greater effort in 1978-80 in connection with the Youth Programme of the general Employment Plan, especially in connection with the initiatives taken by local and county authorities.

The main purpose of the many different schemes are as follows:

- greatest possible use of the existing educational system: here the most important effort is to provide extraordinary traineeships and apprenticeships

- special offers of training for young unemployed people, grants may be provided for special courses for young unemployed people at a large number of different schools. Besides, it is now possible to experiment with combined education and production programmes.

- an extension of the training and vocational guidance services: the many local contact amd information service schemes which among other things aim at assisting young people who have no connection with the educational system, are an important part of this extension

- improvement of job prospects for graduates: this is done by means of the special project group scheme for graduates.

Individual employment measures and activities within the educational sector as further described below.

3.1 Extraordinary Traineeships and Apprenticeships

3.1.1. Schemes

In a situation with a high level of unemployment among young people, it is important to ensure that the existing educational system is utilised in the best manner possible. One precondition for this is a sufficient supply of traineeships and apprenticeships.

During the past few years, the vocational training courses have seen an increased intake. At the same time, however, the economic crisis has to a certain extent made it difficult to provide the necessary traineeships and apprenticeships.

A considerable part of the campaign to reduce unemployment among young people by training schemes etc. is thus concentrated on schemes aiming at an increase in the offers of traineeships and apprenticeships. Both within the public sector and in private businesses.

The Employment Plan covers four main schemes:

a) The Ministry of Education has earmarked funds for the establishment of extraordinary traineeships and apprenticeships within State offices and institutions. The funds are for 500 traineeships and apprenticeships for each financial year covered by the Employment Plan. Wage expenses for each person thus employed are covered 100 per cent.

b) Pursuant to Act No. 488 of 14th September 1977 on Extraordinary Employment Activities the county authorities and the municipalities of Copenhagen and Frederiksberg are empowered to establish traineeships and apprenticeships in their own administrations and institutions. Wage expenses may be covered 100 per cent.

c) Extraordinary traineeships and apprenticeships may be established in the administrations and institutions of the local authorities. The county or municipal authorities are empowered to cover 100 per cent of wage expenses from the "Act 488 funds". (See page 1).

d) The county authorities and the municipalities of Copenhagen and Frederiksberg are empowered by Act No. 488 to pay subsidies to private employers who establish estraordinary traineeships and apprenticeships. In 1978 the subsidies were payable at a rate of kr. 10 per working hour up to a maximum of kr. 15,000 per traineeship or apprenticeship. The young person or persons who is/are employed on a subsidised basis is/are chosen by the firm in co-operation with the local labour exchange.

Further regulations concerning initiatives taken by local and county authorities in 1978 were contained in the Ministry of Education's Circular of 4th November 1977. This Circular has now been replaced by Circular of 1st February 1979. The reason for this replacement was primarily to harmonise the rules concerning subsidy to private employers who establish extraordinary traineeships and apprenticeships with the similar rules on subsidies to private employers who engage young people and the rules on subsidies to employers who employed long-term unemployed persons. At the same time, the local authorities were thus in a position to transfer means to county authorities with a view to establishing extraordinary traineeships or apprenticeships in private enterprises.

It should be stressed that the extraorddnary traineeships and apprenticeships are established on the usual conditions. The young people are paid according to current agreements and the traineeships and apprenticeships are approved by professional committees according to the ordinary rules.

Normally, the extraordinary traineeships and apprenticeships shall include a complete training course. The young people who are engagéd are thus ensured training and employment for several years.

3.1.2. Number of Apprenticeships and Traineeships Established in 1978

Approx. 7,300 extraordinary apprenticeships and traineeships were established in 1978. This is considerably more than expected.

The extraordinary traineeships and apprenticeships are distributed among the various schemes as follows:

	Number of places established in 1978
Within State offices and institutions (100 per cent subsidy)	708 [1]
Within county authority offices and institutions (100 per cent subsidy)	316
Within local authority offices and institutions (some subsidised 100 per cent by the county authorities, others financed by the local authorities themselves	609 [2]
Within private firms (subsidies at a rate of kr. 10 per working hour from the county authorities up to a maximum of kr. 15,000 per apprenticeship/traineeship	5,737
Total	7,370

1) In the calendar year 1978 it was possible to establish extraordinary traineeships apprenticeships pursuant to Document No. 506 of 29th June 1977 (10 million kroner), and Additional Funding Act I 1977/78 (500 places) and the 1978 Budget (500 places).

2) 250 of these places were established with 100 per cent subsidy from the county authorities. The remaining 359 places were established in some 83 per cent of local authority offices and institutions.

In connection with the approx. 5,700 traineeships and apprenticeships the subsidy payable by the county authority to private employers who establish such traineeships etc. has been of particular importance.

This scheme has had widely differing effects in the various counties. The largest number of traineeships and apprenticeships were establish in Northern Jutland (983), Århus (575) and Viborg (514). By way of comparison, it may be mentioned that subsidy was

paid for 187 traineeships/apprenticeships in the municipality of Copenhagen and for 343 in the area covered by Copenhagen county authority (by population the largest in the country). When compared to the population figure the best results were reached in the counties of Ribe, Viborg, Ringkøbing and Southern and Northern Jutland.

It appears that most of the county authorities in 1978 willingly paid subsidy in all cases where the conditions were fulfilled. The explanation of the great difference should thus be sought elsewhere, e.g. differences with regard to how the firms were informed, and differences with regard to trade structure and attitudes to State subsidies.

In connection with traineeships and apprenticeships within county and local authority administration and institutions there are also considerable regional differences. The regional distrbution of all traineeships and apprenticeships between county and local authorities and private undertakings is given in table 34 (please see following page).

So far it has not been possible to make a new overall evaluation of how the establishment of extraordinary traineeships and apprenticeships has affected the availability of ordinary traineeships and apprenticeships. The figures available seem, however, to indicate a rise in the total number of traineeships and apprenticeships. A few county authorities have made statements showing an increase somewhat larger than the number of extraordinary traineeships and apprenticeships. When considering these and other figures concerning the offer of traineeships and apprenticeships it should be remembered, however, that these offers often vary considerably in number from one year to another.

3.1.3. The Distribution of Traineeships and Apprenticeships by Type of Training

Extraordinary traineeships/apprenticeships may be established within the basic vocational training system (the EFG system), training courses for apprentices, and within other vocational training courses that include trainee periods, e.g. the training of chemical or biological laboratory assistants. The final

Bilag 1.

Table 34

Extraordinary traineeships and apprenticeships established in county and local authority offices and private firms distributed by counties ("amtskommuner")

Amtskommune	Places in county authority administration	Places in private firms	Places in local authority admin.		TOTAL
			100% subsidy from county authority	Financed by the local authority 1)	
Copenhagen k.	83	187	-	-	27o
Frederiksberg k.	o	19	-	-	19
Copenhagen a.	57	343	1oo	4	5o4
Frederiksborg	27	251	o	61	339
Roskilde	2	129	22	17	17o
Storstrøm	21	272	o	43 2)	336
Vestsjælland	6	276	5o	25	357
Bornholm	4	43	o	13	6o
Fyn	2o	466	58	28	572
Ribe	9	484	o	6	499
Sønderjylland	o	4o9	15	23	447
Ringkøbing	11	399	o	51	461
Vejle	19	387	o	13	419
Århus	15	575	o	17	6o7
Viborg	15	514	5	25	559
Nordjylland	27	983	o	33	1.o43
IALT	316	5.737	25o	359	6.662

1) Figures comprise reports from some 83% of local authorities 2) The county authority has given 2/3 subsidy to these places

decision as to which training courses are to be covered by the schemes is made by the Ministry of Education on the recommendation of the contact committee on extraordinary traineeships/apprenticeships, in which the labour market organisations and the local authority organisations, among others are represented. One of the main purposes of the schemes is to fulfill the need for traineeships for young people who have started a training but cannot finish as a place offering practical training cannot be found. The schemes thus aim directly at fulfilling the demand for basic vocational traineeships (BVT).

Table 35 shows the distribution of extraordinary traineeships/ apprenticeships by type of training. Unfortunately there is no information in some cases whether it is a BVT or apprenticeship.

Table 35 The distribution of extraordinary traineeships and apprenticeships by type of training

	Efg	Apprenticeships	Others	Unknown	Total
Places in State administration and State institutions	284	2o2	222	o	7o8
Places in county administrations and institutions	154	79	83	o	316
Places in local authority administrations (with and without subsidy from the county)	126	336	127	2o	6o9
Places in private firms	1.266	3.892	76	5o3	5.737
TOTAL	1.83o	4.5o9	5o8	523	7.37o

By far the largest number of these traineeships and apprenticeships (4,500) were established in connection with training courses covered by the Apprenticeship Act. Well over 1,800 were established within BVT courses. 500 were established in connection with other training courses. These were typically courses where a trainee service period is required after a theorectical introduction course.

The number of BVT's is largest within State and county authority offices and institutions. The number of BVT's is larger than the number of apprenticeships within these administrations. In local administration and private firms three times as many apprenticeships as BVT's were established. Within private firms the number of BVT's varies strongly from county to county. cf. table 56.

There is hardly any doubt that the approx. 1,800 BVT's have made a considerable contribution to easing the problems of finding traineeships for young people who finished the BVT foundation course in summer 1978. The reason why the BVT share is no larger is probably partly that most of the extraordinary traineeships and apprenticeships were established in regions where the BVT courses are still being extended, and that the much discussed problem of finding traineeships under the BVT schemes have been concentrated on a few trades or regions. Consequently, it has not been possible to grant further subsidies to BVT's in many areas.

3.1.4. The Distribution of Traineeships and Apprenticeships by Principal Trades

This can be seen in table 37.

Just under half the apprenticeships and BVT's were established as office jobs and within the retail trade. The trade and office share is clearly larger than the normal share of apprentices and trainees that join the second part of the BVT-courses within this field of training. The trade and office share is particularly large within State, county and local authority offices and institutions. But the share is also larger than expected in private firms. The large trade and office share in private firms is probably bound up with the fact that some of the smaller shopkeepers (owner and assisting wife) were encouraged to employ an apprentice or trainee.

The number of traineeships and apprenticeships within the iron and steel and building and construction industries is smaller than expected considering the normal share of influx to these industries.

3.I.5. The Employment of High-Risk Groups in Extraordinary Traineeships and Apprenticeships

The main aim of the schemes is, as mentioned already, to increase the demand for trainees and apprentices and thus generally improve the opportunities of employment, education and training for young people.

At the same time however particular high-risk groups were mentioned in the circulars on county and local measures as groups who should be employed in the extraordinary traineeships and apprenticeships to the greatest extent possible.

The Circular of 4th November 1977 suggested the employment of trainees/apprentices for whom an earlier training had been terminated as the firm had ceased operation or similar.

The Circular of 1st February 1979 further states that attention should be directed towards young people who have been looking for an apprenticeship or traineeship for some considerable time. With regard to this new provision it can be informed that the sample study of the participants in the employment measures in 1978 show that somewhat less than half of those employed in the extraordinary traineeships and apprenticeships in private firms had been unemployed for more than 26 days during the last 18 months prior to employment.

Unemployment among young people has become more and more a female problem. Women without any training or a higher education are particularly affected by unemployment.

It must be noted that more men than women were employed in the extraordinary traineeships and apprenticeships. The sex distribution of those employed can be seen in table 38.

Table 36

Extraordinary traineeships and apprenticeships established in private firms distributed by county and type of training

Amtskommune	efg	Apprenticeships	Others	Unknown	Total
Copenhagen k.	69	113	5	o	187
Frederiksberg k.	7	12	o	o	19
Copenhagen a.	127	213	3	o	343
Frederiksborg	28	116	6	1o1	251
Roskilde	26	72	2	29	129
Storstrøm	75	197	o	o	272
Vestsjælland	73	164	4	35	276
Bornholm	21	22	o	o	43
Fyn	116	341	9	o	466
Ribe	61	42o	3	o	484
Sønderjylland	152	25o	7	o	4o9
Ringkøbing	96	3o1	2	o	399
Vejle	39	346	2	o	387
Århus	111	325	18	121	575
Viborg	147	357	1o	o	514
Nordjylland	118	643	5	217	983
IALT	1.266	3.892	76	5o3	5.737

Table 37 Extraordinary apprenticeships and traineeships distributed by principal trades

	Shops and offices	Iron and steel	Building construct	Food	Printing etc.	Service	Agri-culture	Labora-tory as.	Others	Unknown	Total
Places in State administration and institutions	351	55	2	53	1o	9	6	197	25	o	7o8
Places in county authority administrations and institutions	172	18	2o	14	3	2	4	26	57	o	316
Places in local authority administrations and institutions (with and without county authority subsidies)	389	15	3	18	1	1	35	7	12o	2o	6o9
Places in private firms	2.29o	1.11o	1.oo2	428	41	317	1oo	9	67	373	5.737
Total	3.2o2	1.198	1.o27	513	55	329	145	239	269	393	7.37o

Table 38 Young people in extraordinary traineeships and apprenticeships distributed by sex

	Women	Men	Unknown	Total
Places in State administration and institutions	535	173	o	7o8
Places in county authority administration and institutions	226	9o	o	316
Places in local authority administration and institutions (with and without county authority subsidies)	445	156	8	6o9
Places in private firms	2.o62	3.273	4o2	5.737
Total	3.268	3.692	41o	7.37o

Women are overrepresented in the few traineeships and apprenticeships within State, county and local authority offices and institutions. But in private firms, where most places were established, there was a clear preponderance of men. In the private firms 64 per cent of those employed were men.

The considerable number of women within the public sector should be seen in connection with the fact that the trainmeships and apprenticeships established in this sector fall within a field traditionally dominated by women, such as office work and laboratory assistant training courses. The traineeships and apprenticeships in private firms were to a greater extent established in sectors where the employment or training of women is less usual.

The material collected shows, however, that the men employed are usually younger than the women. Only 1/5 of the women are under 18 and approx. 1/2 of the men are under 18. The many extraordinary traineeships and apprenticeships thus only make a small contribution giving the young women a higher education or vocational training after leaving school.

3.1.6. Conclusion

7,300 extraordinary traineeships and apprenticeships were established in 1978. This number is much higher than expected. The high figure is first and foremost due to the scheme on subsidy to private employers. This scheme alone accounts for 5,700 traineeships and apprenticeships.

Information now available indicates that efforts to provide extraordinary traineeships and apprenticeships resulted in a considerable extension in the capacity of the vocational training system.

Most of these extraordinary posts have been apprenticeships. However a considerable contribution to enlarging the capacity for traineeships under the BVT system has also been made (1,800 places).

The schemes were particularly effective within the office and retail sector, whereas the number of traineeships and apprenticeships in the iron and steel sectors and the building and construction sectors was lower than expected.

If an examination is made of those employed in the extraordinary traineeships and apprenticeships, it must be noted with regret than young women, who account for the highest numbers of unemployed young people, are clearly underrepresented.

3.2. Local Authority Grants by Way of Partial Payment of Students' Fees at Folk High Schools, Colleges of Home Economics, Agricultural Colleges and Continuation Schools

3.2.1. Grants provided

According to Circular of 4th November 1977 from the Ministry of Education (now replaced by Circular of 1st February 1979) paragraph 3.2 the local authorities are empowered to furnish grants out of the employment funds by way of partial payment of the approved students' fees at approved courses at folk high schools, colleges of home economics, agricultural colleges and continuation schools. Grants may be paid for the part of the students' fees that is not covered by a state subsidy or any kind of local subsidy. The local authorities may only use the employment funds if they have also paid the local grant normally paid by local authorities for these types of schools.

It is believed that a number of local authorities pay extraordinary local grants for the students' fees out of other means than the employment funds, for which reason the actual number of young people who receive such grants is probably larger than it appears from the reports on Act No. 488.

The table below shows the number of participants in 1978 whether or not participation will continue in 1979.

Table 39 Number of participants receiving grants out of local authority unemployment funds for payment of students' fees distributed by age and sex. All participants started in 1978.

Age at start of participation	Number		
	Men	Women	Total
Under 18	117	175	292
18-21	99	184	283
22-24	27	33	6o
Total	243	392	635

Women account for 62 per cent of all participants.

The majority of participants were below 22.

Table 40 (please see next page) shows the total number of participants distributed by sex, school as well as total and average length of participation.

Table 40 Number of participants whose students' fees are paid out of local authorities' employment funds and length of participation in 1978 distributed by type of school and by sex. All participants started in 1978

		Number	Length in weeks (1978) Sum	Average
Folk high schools	Men	95	1761	18,5
	Women	192	3546	18,5
Home economics cols.	Men	2	39	19,5
	Women	92	1917	2o,8
Agricultural cols.	Men	41	659	16,1
	Women	3	28	9,3
Continuation schools	Men	1o5	2345	22,3 1)
	Women	1o5	2316	22,1 1)
Total		635	12611	19,9

1) The educational year of the continuation schools stretches into 1979.

45 per cent of all young people have attended a course at a folk high school whereas the percentage for attendance at a course at a continuation school is 33.

2/3 of the participants receiving extraordinary grants for students' fees at folk high schools were women, whereas men and women were equally represented at continuation schools.

The average duration of participation for individual participants is approx. 20 weeks. That equals 243 participants on a basis of 52 weeks, or 315 participants on a 40-week basis (corresponding to a so-called "annual student").

3.2.2. The Participants' Employment, Training or Educational Situation Prior to their Participation

This information has not been given by the local authorities, but on the basis of the sample study mentioned in chapter 1 it is possible to give the following results:

86 per cent of participants receiving extraordinary grants for students' fees were registered by the Employment Service as unemployed the week before joining a course. The duration of unemployment prior to participation appears from the following table:

Table 41 Length of unemployment during the last 18 months prior to participation in a course

(size of sample: 60 persons)

o	-	26 days	26.7 %
27	-	156 -	41.6 %
157	-	312 -	21.7 %
over		312 -	10,0 %
			100,0 %

The educational background of the participants can be seen in tables 42 and 43

Table 42. Previous school background

(size of sample: 70 persons)

Left at 14-16	28,6 %
Left at 17	40,0 %
Upper school, HF	5,7 %
Other, unknown	25,7 %
	100,0 %

Table 43 Previous vocational training

(size of sample: 70 persons)

Non-voc. training	61,4 %
Semi-skilled	7,1 %
Apprentice/efg	17,2 %
Further training	8,6 %
Other, unknown	5,7 %
	100,0 %

In short these tables show that the typical participant receiving extraordinary grants for students' fees at the schools mentioned is a young person who has left school and has no vocational training and who was unemployed for more than one month before entering a course.

3.2.3. The Participants' Employment, Training or Educational Situation Immediately after Participation

The information about the situation of the participants after joining a course at one of the schools mentioned is taken from the sample study mentioned in chapter 1. The results appear from table 44.

Table 44 The participants' employment or training situation after participation, distributed by sex

(size of sample: 70 persons)

	men	women	total
	%	%	%
employment	13,8	19,5	17,1
apprenticeship/efg.	o,o	2,4	1,4
other training	3,5	9,8	7,1
unemp. w/benefit	48,3	34,1	4o,o
unemp. wo/benefit	o,o	14,7	8,6
other, unknown	34,4	19,5	25,8
	loo,o	loo,o	loo,o

The reasons why relatively few of the participants get a job right after participation is probably that the courses in question do not provide direct vocational competence. On the other hand, they do offer instruction in basic subjects which participants can benefit from in the long term and use in their working life. The 40 per cent who were unemployed and receiving benefit retained the right to receive such benefits during participation. It is thus a question of young persons who have used a long period of unemployment to follow a course at one of the schools mentioned.

3.3. Local Authority Courses for Young Unemployed

In pursuance of the Ministry of Education Circular of 4th November 1977 (now replaced by Circular of 1st February 1979) the

local authorities may implement extraordinary courses for young unemployed persons within the youth schools (chapter 3.1) and furnish grants for non-approved courses for young unemployed persons at folk high schools, colleges of home economics, agricultural colleges and continuation schools and courses for young unemployed persons organised in pursuance of part III of the Adult Education Act (section 3.3 in the Circular).

3.3.1. Courses at Youth Schools

Table 45 shows the number of participants in the extraordinary courses for young unemployed persons within the youth school system financed by the employment funds.

Table 45 Number of participants on extraordinary courses at youth schools, distributed by age and sex. All participants started in 1978

Age at start of participation	number		
	Men	Women	Total
Under 18	36	52	88
18-21	84	18o	264
22-24	44	64	1o8
Total	164	296	46o

When evaluating the table, the following factors should be taken into consideration:

1) It must be assumed that an unknown number of young unemployed people participate in ordinary youth school activities which are not registered in a survey on the application of employment funds.

2) In so far as local authority offers of training and education are given in connection with employment projects, the extent hereof is registered in chapter 2, in the section on employment projects.

3) A number of local authorities spend means in excess of the means allowed by Act No. 488, so that the educational an training activities are financed by means given pursuant to the Schools Act, the Adult Education Act or section 42 of the Social Assistance Act. The number of participants in such activities is not included in the table.

From the table it will be seen that 64 per cent of participants were women.

The length of participation in a youth school course appears from table 46.

Table 46: Duration of participation up to 1st January 1979
(number of persons: 406)

under three months	average	1-19 hours/week	7.1%
	-	20-40 hours/week	50.7%
three to six months	-	1-19 hours/week	7.4%
	-	20-40 hours/week	34.8%
			100.0%

It will be seen that some 85 per cent of participants choose courses that run for at least 20 hours per week.

3.3.2. Grants for Non-Approved Courses for Young Unemployed Persons at Folk High Schools, Colleges of Home Economics, Agricultural Colleges and Continuation Schools as well as Courses for Young Unemployed Persons Organised in Pursuance of Part III of the Adult Education Act

Table 47 shows the number of participants in the courses mentioned. Approx. 80 per cent of young people participate in courses organised in pursuance of part III of the Adult Education Act (voluntary education associations).

Table 47 Number of participants in non-approved courses for young unemployed persons at Folk High Schools, Colleges of Home Economics, Agricultural Colleges and Continuation Schools as well as courses for young unemployed persons organised in pursuance of part III of the Adult Education Act

Age at start of participation	Number		
	Men	Women	Total
Under 18	51	51	1o2
18-21	67	19o	257
22-24	2o	53	73
Total	138	294	432

As in table 45 it is also true that a number of local authorities have financed educational activities for young unemployed persons by other than the "488 funds". The number of young people affected by such practices has not been included in this table.

As in the youth school courses women are in a majority, constituting 68 per cent of all participants.

The majority of participants are in the 18-21 age group.

The length of participation in these courses can be seen in the following table.

Table 48: Length of participation up to January 1st 1979
(number of persons:382)

less than three months	average	1-19 hours/week	27.5%
	-	20-40 hours/week	31.2%
three to six months	-	1-19 hours/week	0.0%
	-	20-40 hours/week	21.7%
over six months	-	1-19 hours/week	0.0%
	-	20-40 hours/week	19.6%
			100.0%

It will be seen from the table that 72.5 per cent of the young participate in courses that run for at least 20 hours/week.

The sample study mentioned in chapter 1 does not provide a sufficient basis for the evaluation of the participants' employment, training or educational situation before and after their participation in courses at youth schools, folk high schools etc. as well as adult education according to the Adult Education Act.

3.4 Contact and Information Services for Young People Established by the Local Authorities

3.4.1. Schemes

In pursuance of point 4 of the Ministry of Education Circular of 4th November 1977 (now replaced by Circular of 1st February 1979) the local authorities, in co-operation with local education and labour market institutions are empowered to establish, subsidise or carry on contact and information services aimed at assisting young people in their transition from school to higher education or employment. The need for such schemes, particularly for young people, has grown concurrently with the rate of unemploymant, as the transition period to continuing education or employment in such a situation creates particular problems for this age group. The schemes are still at an experimental stage, and at present no final evaluation of their contents and effect can be made. In this report it is only possible to pass on some simple figures for elucidation of dissemination of the schemes. A statistical treatment of the material contained in the reports received, as well sa an evaluation of the contents of the individual schemes, will take place at a later date.

3.4.2. Advice and Information Offices

On the basis of reports from 239 local authorities it can be stated that 94 local authorities (approx. 40 per cent) have established seperate advice and information offices which are open to all young people in the relevant local authority area. It is the duty of the offices to assist young people in matters of education, training and employment. It is stressed in the Circular that the

OVERSIGT OVER AMTSKOMMUNALE KURSER FOR UNGE ARBEJDSLØSE
I UNDERVISNINGSÅRET 1978/79.

(Antallet af "x" viser hvor mange uddannelsesinstitutioner, der udbyder de pågældende kurser.)

	Enkeltfagskurser på HF-niveau	Enkeltfagskurser på folkeskoleniveau	Enkeltfagskurser ved handelsskoler	Kurser ved tekniske skoler			Andre kurser
				Erhvervsintroduc. kurser	Grundlæggende kurser	Kurser for fagligt og tekn. udd.	
Københavns Kommune	xx						
Frederiksberg	x						
Københavns Amt	xxx	x		x (el-nik)			x (komb. arbejde og folkehøjskole)
Frederiksborg	xx	xxxx	x	x (tekn. tegning)			x (sygehjælp.) x (biblioteksmedhjælp.) x (voksenpæd. kursus)
Storstrøm	xx						
Vestsjælland	xxx	xxxxx	xxxx	x (bager, radiomek.)		x (spildevand) x (miljøt.) x (bygget.)	
Bornholm							x (1-årigt skovarbejderkursus)
Fyn	x		x			x (merkantiltekn.)	
Ribe		x					
Ringkøbing				x (bygge/anlæg, jern/met.)		x (lederudd.) x (prod. styring)	
Vejle	xx		xxx			x (lederudd., byggeteknik)	x (idrætskursus)
Århus	xx	x	xxxxx			x (kurser for tekn. ass./tegn.) x (merkantil el/byg)	
Nordjylland	xx		xx	x (bygge/anlæg) x (tekn. uddannelser)		x (maskinteknik, byggeteknik)	

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end of 1978, have already been established or are about to be so. There is no information about courses in the counties of Roskilde, Viborg and South Jutland.

The most common type of course is an intensive single-subject HF (Higher Preparatory) course or a vocational course for young people who already have some professional or technical training. Furthermore, it can be mentioned that a few technical schools have had some vocational or educational introduction courses.

The length of the courses is between a few weeks and six months. The intensive HF-courses run for approx. six months.

As the preparation and holding of the courses is closely bound up with the ordinary academic year, reports on the courses will not be available until the end of the academic year. At that time information will be available about the number of participants on the various types of course and their educational background.

At present, it can be estimated that approx. 2,500 young people started participation in 1978. When considering this figure, it should be noted that a considerable number of young persons participated in ordinary "examination preparation courses".

The information collected in connection with the sample study mentioned in chapter 1 includes only a few participants in these very different courses. Consequently, the material does not provide a basis for information about the participants' educational background, previous unemployment or situation after the end of the course.

It may, however, be mentioned that the Ministry of Education has, with regard to intensive HF courses, implemented a survey on the participants and their employment situation six months after the course ended. The survey comprises all participants in this type of course during the academic year 1977-78 and was carried out by the Institute of Political Science at the University of Arhus.

The final report on the survey is expected to appear in the spring of 1979. Preliminary results indicate that approx. one half of the young people who start on a course take an

examination in one or more subjects. Approx. one half of those who drop out (1/4 of the participants that started) got a job or started vocational training or higher education.

The most typical participants are 20-21 year-olds who have spent 10 years at school or the equivalent, and 24-25 year-olds who have completed their vocational training. The report on the survey will also consider the reasons these participants and other typical groups of participants had for participating.

The examination of the participants' employment situation after participation includes all those who started. Six months after the end of the course, 65 per cent of those who had started had either started vocational training, higher education or had a job. This was in spite of the fact that these are courses with a decidedly general content.

3.6. Grants for Local Educational Projects Pursuant to the Circular of the Ministry of Education of 13th January 1978

As a part of the State measures of the Employment Plan to combat youth unemployment the Appropriation No. II Act for 1977/78 provided kr. 7 million for the short fiscal year 1st April - 31st December 1978, and kr. 10 million for each of the fiscal years 1979 and 1980. The scheme was an extension of an earlier scheme of August 1976, according to which kr. 5 million had been provided for each of the fiscal years 1976/77 and 1977/78.

3.6.1. Aim

1) The appropriation covers grants payable for activities implemented on the initiative of local authorities, county authorities, educational institutions, labour market organisations and institutions and private bodies. Usually the grants are payable to cover part of the operating expenses, some activities are, however, covered wholly by the State grant. The appropriation cannot cover the wages of the participants in youth unemployment projects.

2) The appropriation may further be spent to ensure a nation-wide exchange of ideas and experience, and to offer assistance to

Table 49 Promised subsidies for 1978, distributed by county and type of measures

type / amtskomm.	Contact and info. schemes no.	subsidy	investigation no.	subsidy	consultents conferences no.	subsidy	training and courses no.	subsidy	training and work no.	subsidy	EEC pilot projects no.	subsidy	regional subsidies no.	subsidy
Kbh.+Fr.berg kommune			1	43.000					2	79.000			3	122.000
Kbh.amtskomm	5	361.500											5	361.500
Fr.borg -	1	16.550					1	60.000	1	500.000			3	576.550
Roskilde -			1	6.100			2	54.349					3	60.449
Vestsjæll. -	2	103.300					1	19.699	4	362.200			7	485.199
Storstrøms -	2	17.965	1	11.000			1	18,349	2	1.150.000			6	1.197.314
Bornholms -					1	10.205							1	10.205
Fyns -	3	283.000	1	47.500			2	262.880	3	380.000	1	200.000	10	1.173.380
Sdr.jyll. -	1	23.000	1	6.550					2	300.000	1	110.000	5	439.550
Ribe -	2	71.955											2	71.955
Vejle -	2	92.240					1	54.000	1	260.000			4	406.240
Ringkøbing -							1	37.500	3	190.000			4	227.500
Aarhus -	5	148.350	3	102.700			1	19.865	3	120.440			12	391.355
Viborg -	7	102.350	1	55.000					3	146.000			11	303.350
Nordjyll. -	4	135.550					2	29.961	2	550.000	1	500.000	9	1.215.511
landsdækkende	1	104.243			6	1.176.650			2	812.000			9	2.092.893
Total	35	1.460.003	9	271.850	7	1.186.855	12	556.603	28	4.849.640	3	810.000	94	9.134.951

3.7.4. Ungdomsarbejdsløshedskonsulenter med tilskud fra undervisningsministeriet.

Der er i 1978 givet tilskud af bevillingen til lokale uddannelsesprojekter til ansættelse af ungdomsarbejdsløshedskonsulenter, informationsvirksomhed, konferencer m.v. i følgende organisationer:

1) Landsforeningen af Ungdomsskoleledere, 280.400 kr.

Konsulenten har haft følgende funktioner:

- Tilrettelæggelse og medvirken ved møder, kurser og konferencer for ungdomsskolens medarbejdergrupper vedr. ungdomsarbejdsløshed.
- Rådgivning vedr. lovgivning, idéformidling og projektbeskrivelser.
- Rådgivning for foreningens styrende organer.
- Samarbejde med undervisningsministeriets kontaktudvalg vedr. kommunale aktiviteter.

2) Arbejdernes Oplysningsforbund (AOF), 298.400 kr.

Konsulenten har haft følgende funktioner:

- Tilrettelæggelse af konferencer for AOF-medarbejdere.
- Afholdelse af informationsmøder i amterne.
- Assistance ved planlægning af projekter og studiekredse.
- Gennemførelse af 6 projektlederkurser.

3) Landsforeningen Ungdomsringen, 271.000 kr.

Konsulenten har haft følgende funktioner:

- Udarbejdelse af materialer.
- Rådgivning for ungdomsklubber, institutioner og grupper vedrørende etablering af arbejdsløshedsprojekter.
- Afholdelse af week-end kurser vedrørende ungdomsarbejdsløsheden og foranstaltninger imod den.
- Afholdelse af informationsmøder i ungdomsklubber.
- Sikring af kommunikation mellem centrale og lokale myndigheder, institutioner og personer.

local initiatives. In this connection grants are payable to the youth unemployment consultants of various organisations.

3) Finally, the appropriation may be spent to carry out an evaluation programme in order to evaluate the individual measures of the Employment Plan.

Three information letters have been sent out (last time in October 1978) giving a short description of the subsidised projects.

3.6.2. How the Money is Used

As of January 1st, 1979, approx. 210 applications had been dealt with, 120 in 1978. 94 of the 120 applications were promised a total subsidy for 1978 of kr. 9.1 million. Local and county authorities account for 58 of the applications amounting to kr. 4.3 million.

The following table gives an outline of the total number of promised subsidies for 1978 distributed by county regions and types of measures.

After 1st July 1978 no grants were paid for contact and information services and for examinations of the need for measures.

For a number of other projects subsidies for 1979 and 1980 amounting to kr. 8 million have been reserved.

3.6.3. Youth-Unemployment Consultants Receiving Subsidies from the Ministry of Education

In 1978 subsidies were paid out of the appropriation for local educational projects for the employment of youth unemployment consultents, information services, conferences etc. in the following organisations:

1) The National Association of Youth School Principals, 280,400 kr.

The functions of the consultant were as follows:

- to organise and participate in meetings, courses and conferences for the staff groups of the youth schools on youth unemployment

- to counsel on legislation, communicate ideas and describe projects

- to advise the governing bodies of the association

- to co-operate with the contact committee of the Ministry of Education on local activities.

2) The Workers' Educational Association, 298,400 kr.

The functions of the consultant were as follows:

- to organise conferences for the staff of the association

- to hold information meetings in the county authority areas

- to assist in the planning of projects and study groups

- to hold six courses for project leaders.

3) The National League of Youth Clubs, 271,000 kr.

The functions of the consultant were as follows:

- to compile material

- to advise youth clubs, institutions and groups on the establishment of unemployment projects

- to hold weekend courses on youth unemployment and the measures to combat it

- to hold information meetings in youth clubs

- to ensure communication between central and local authorities, institutions and persons.

3.7. Project Groups for Graduates

3.7.1. The Scheme

The object of the Ministry of Education's funding of project groups for unemployed graduates is to create less traditional

possibilities of employment for instance for academics who do not have any chance of getting a job within their normal field of activity, as the increasing difficulties of employment for graduates from the institutes of higher education justify a special effort to cultivate new fields of activity.

The scheme shall, primarily, show, through a "demonstration effect" that graduates can be used outside their own fields with advantage, as the direct employment effect is very limited.

On average, for the period covered by the appropriation, approx. 200 more graduates a year will have their employment financed, whereas the present number of unemployed graduates is approx. 8000. This will be even worse in the coming years, when a considerable increase in the unemployment of this group is to be expected, as the total number of graduates will rise from about 190,000 at present to approx. 270,000 in 1985.

There are no requirements as to the age of the project participants, as most of them will be over 25 when they finish their education.

The scheme is administered according to Circular of 10th November 1977 of the Ministry of Education, and the participants are granted subsidies corresponding to the maximum rate of unemployment benefit, and grants are furnished to a limited extent to cover other expenses in connection with the project. The giver of the project assignment angages the unemployed persons on normal conditions relevant for salaried employees, and covers the difference between the salary according to existing agreements and the daily cash benefit, as well as other expenses incurred by the project.

A project shall normally pertain to activities which otherwise would not be implemented, e.g. product development, recycling, analysis and market development. Particularly the social applicability of the projects will be considered. Projects concerning the private sector will be given high priority.

3.7.2. Distribution of Applicants by Category

The scheme is expected to be financed with a total of kr. 39 million until the end of 1980, more than kr. 30 million of which were available at the end of 1978.

The table below shows the distribution of approved projects by category of applicants (those who give the project assignment).

Table 50 Approved projects distributed by type of applicant

Applicant	No. of projects	Estimated expenditure 1978 m. kr.	estim. exp. 1979 m.kr.	estim. exp. 1980 m.kr.	Total m. m.kr.	percentage of amount
Unemployed	12	o.7	3.5	o.2	4.4	14
Small businesses	27	o.7	3.8	o.6	5.1	17
Other businesses	22	o.6	2.6	o.5	3.7	12
Organisations associations	33	o.9	4.o	1.o	5.9	19
Institutes	11	o.6	1.4	o.4	2.4	8
Local authority	16	o.9	2.7	o.4	4.o	13
County -"-	11	o.3	1.5	o	1.8	6
State	8	o.5	2.3	o.4	3.2	11
Total	14o	5.2	21.8	3.5	3o.5	1oo

3.7.3. Geographic Distribution of Approved Projects

As shown in the following table of geographic distribution, approved projects have been established in all county authority areas. For obvious reasons, over 30 per cent of available funds have gone to the Copenhagen area.

Table 51	Number of projects	Amount in millions of kroner
Copenhagen+ Frederiksberg	44	9,7
Copenhagen amt	17	4,4
Frederiksborg amt	8	1,2
Roskilde amt	5	1,o
Vestsjællands amt	5	1,1
Storstrøms amt	6	1,2
Bornholms amt	2	o,2
Fyns amt	4	o,6
Sønderjyllands amt	1	o,2
Ribe amt	3	o,8
Vejle amt	12	1,8
Ringkøbing amt	4	o,6
Århus amt	14	4,5
Viborg amt	3	o,3
Nordjyllands amt	12	2,9
	14o	3o,5

3.7.4. Number of Project Participants and their Educational Background

In 1978 a total of 140 projects and 343 participants were approved. The delay of about three months which appears between the approval of the appropriation and the actual start of the project resulted in the fact that 214 were implemented in 1978 whereas the rest started in 1979. The distribution by sex for those engaged is 155 men and 59 women. The educational background of the project participants appears from table 52.

Table 52	1978 Approved	1978 Actually employed
1. Engineer	49	29
2. B.Sc.	48	28
3. Architect	48	41
4. Economist	48	21
5. Technical+administrative personnel	35	1o
6. B.A.	29	29
7. Sociologist	24	7
8. Lawyer	16	7
9. Artisan	16	16
1o. Librarian	12	12
11. Social worker	9	8
12. Psychologist	4	4
13. Pharmacist	3	1
14. Horticulturalist	2	1
Total	343	214

In 1978 projects of a duration of 4-24 months with 1-8 participants were approved.

3.7.5. Conclusion

The scheme is still very popular, and in 1978 a total of 333 applications were received. By way of illustration it can be mentioned that if all the suggested projects had been approved, an appropriation of approx. kr. 80 million would have been necessary against the 39 million which is expected to be available up to the end of 1980.

At present it is not possible to give a general evaluation of the approved applications because only a few of the projects have been completed.

On the basis of the material now available it can be stated that firms are loth to suggest projects which will allow the employment of arts graduates, social advisers, etc. whereas it

seems possible that scientific educations might become popular on the private market. Some smaller firms have tried employing graduates with a technical or economic background for the first time using the subsidies available under this scheme.

The majority of participants in the projects which have so far been completed have found employment, only a few not having been able to find a job after the project period.

3.8 Additional Courses and Commercial and Technical Colleges

These courses are to some extent a continuation of the special activities which have been in operation since 1975. As a part of the Employment Plan it is possible to establish extraordinary one-year courses leading to the Higher Commercial Examination, additional one-year courses for computer assistants and a number of special courses at commercial and technical colleges specially prepared for young unemployed people.

The funds provided for these courses by the Appropriation Act, No. I, 1977-78, amounted to kr. 6 million in 1978 (the short fiscal year) and kr. 12 million for each of the fiscal years 1979 and 1980.

Furthermore, means have been available from previous grants made in this field, so that in the fiscal year 1978 a total of approx. 10 million kr. was available for these courses.

New activities impleneted in the fiscal year 1978 included additional classes for 365 students on the one-year courses leading to the Higher Commercial Examination, additional classes for 120 students on the one-year courses for computer assistants, and special courses at technical schools for 140 students.

4. Money Spent

4.1 Local and County Authority Spending

As mentioned in chapter 1.1. Act No. 488 provided that local and county authorities were to allocate an amount of at least kr. 40 and kr. 20 respectively per inhabitant for extraordinary measures to reduce youth unemployment. This chapter will give a summarised outline and an examination of the means spent and their distribution between the individual fields of application in 1978.

4.1.1. Total Spending

Reports on expenditure in 1978 should have reached the Ministry for Home Affairs not later than 15th March 1979. At present, reports from 221 (incl. the Municipalities of Copenhagen and Frederiksberg) local authorities and all 14 county authorities have been received. The 221 local authorities constitute 83 per cent of the total number of inhabitants and thus 83 per cent of the employment funds provided.

According to the Act the local and county authorities should spend 305 million kroner in 1978. For the local and county authorities from which reports have been received, total spending amounts to kr. 354 million, cf. table 53, which constitutes a net surplus spending of kr. 80 million, i.e. 29 per cent.

Out of the 221 local authorities included in the preliminary survey, 59 local authorities have had reduced expenditure compared to the prescribed earmarked amount of a total of kr. 5.3 million, whereas the other 162 local authorities had surplus expenditure of kr. 48 million. Net surplus expenditure was 29 per cent for the local authorities in question.

As to the county authorities 12 out of the 14 had surplus expenditure. Net surplus expenditure amounted to kr. 20.5 million, i.e. 23 per cent. Likewise the municipalities of Copenhagen and Frederiksberg spent considerably more than required, i.e. a little less than 17 million kroner.

On the whole, it does not seem to have been difficult to spend the employment funds provided. This in spite of the fact that the local authorities had a very short time to plan and establish an administration to take care of this new field.

Table 53 Preliminary total account of local authority employment funds spent in 1978

1,000 kr.,	Copenhagen and Fr. berg	Other local auth.	County authorities	Total
Spent	53,854	190,854	109,712	354,420
Earmarked	37,226	147,805	89,187	274,218
Net surplus spend.	16,628	43,049	20,525	80,202
Surplus spending %	31	29	23	29
Number of local authorities with surplus expenditure	2	162	12	176
Local authorities with reduced spending	0	59	2	61
Total number	100	83	100	90

The fact that some of the local authorities were not able to spend the whole amount provided is probably mainly due to administrative starting difficulties. In most cases however it is a question of moderate reduced spending, which also inderectly appears from the fact that the reduced spending of two of the county authorities and 61 of the local authorities totals kr. 6.5 million.

4.1.2. The Distribution of Expenditure by Fields of Application

Table 54 shows the more detailed distribution of the employment funds spend in 1978. For local and county authorities together the employment funds account for the largest part, i.e. 69.5 per cent. For projects receiving "section 97a subsidies" (s. 97a of the Employment Service and Unemployment Insurance Act), and projects that did not receive "section 97a subsidies" approximately equal amounts were spent, cf. chapter 2.1.1. As mentioned before, the amount for projects receiving "section 97a subsidies" is net, i.e. these projects have been considerably larger than it appears from the table.

Consequently the local authorities received in 1978 a total subsidy provided by section 97a for projects for young people of approx. kr. 40 million.

The reason why expenses for projects for unemployed persons over 25 years are also included in the table (item 1.3) is that the local authorities may spend the money on unemployed people over 25 if they cannot spend it on those younger. A little less than 3 per cent of the total was spent on this group.

Table 54 Preliminary survey of the distribution of employment funds provided in 1978

	Copenhagen and Fr.berg		Other local auths.		County authorities		Total	
	mill.kr.	pct.	mill.kr.	pct.	mill.kr.	pct.	mill.kr.	pct
1. Employment projects								
1.1. Projects with §97a subsidy (net)	43,7	81,1	60,9	31,9	12,5	11,4	117,1	33,
1.2. Other projects for young people	0,2	0,4	87,9	46,1	31,2	28,4	119,3	33,
1.3. Projects for over 25s	-	-	9,9	5,2	0,2	0,2	10,1	2,
2. Subsidies for private firms								
2.1. Local authority wage subsidy	0.4	0,8	10,4	5,5	-	-	10,8	3,
2.2. County authority subsidy for traineeships and apprenticeships	1,9	3,5	-	-	46.4	42,3	48,3	13,
3. Training courses etc.								
3.1. Partial payment of students' fees	1,1	2,o	1,8	0,9	-	-	2,9	0,
3.2. Youth school courses	3,2	5,9	1,7	0,9	-	-	4,9	1,
3.3. Other educational activities	-	-	1,4	0,7	-	-	1,4	0,
3.4. Contact and info. schemes	1,3	2,4	10,7	5,6	1,3	1,2	13,3	3,
3.5. Combined training and production programmes	-	-	0,2	0,1	0,6	0,5	0,8	0,
3.6. County authority subsidies for individual courses	0,6	1,1	-	-	7,9	7,2	8,5	2,
4. Traineeships and apprenticeships in local and county authorities								
4.1. County subsidy to local authority	-	-	-	-	5,1	4,7	5,1	1,
4.2. Cost of establishment of traineeships etc. in own institutions	1,5	2,8	5,9	3,1	4,5	4,1	11,9	3,4
T O T A L	53,9	100,0	190,9	100,0	109,7	100,0	354,4	100,0

Another important field is county authority grants for traineeships and apprenticeships in private undertakings which account for a total of 13.6 per cent of all the funds. This percentage should be seen in connection with the total 4.8 per cent spent on traineeships and apprenticeships in local and county authority institutions. Thus the traineeships and apprenticeships account for more than 18 per cent of total expenditure.

The other fields were of a more modest extent. For instance, only 3 per cent of the funds were spent on ordinary wage subsidies for private firms. If account is taken of missing information from local authorities, it amounts to approx. kr. 13 million.

If local authorities (except Copenhagen and Frederiksberg) alone are considered, the employment projects are predominant with a share of approx. 83 per cent. The county authorities have an almost equal distribution on employment projects (40 per cent) and subsidy for private enterprises in connection with the establishment of extraordinary traineeships and apprenticeships (42 per cent). In the municipalities of Copenhagen and Frederiksberg alone 82 per cent of the funds were spent on employment projects.

4.1.3. The Distribution of Funds in the Individual Counties

With regard to regional differences in the distribution of the funds table 55 shows the relative distribution of the funds spent in the individual counties in such a way that for each county the figures for local authority spending and county authority spending are given separately.

For technical reasons a translation is unable to be given on the table itself. A translation of the text follows here:-

1. Employment projects in total
   Hereof: with §97a subsidy (net)
   without §97a subsidy
   for over-25s (net)
2. Subsidies to private firms:
   wage subsidy from local authority
   subsidy from county authority for establishment of traineeships and apprenticeships
3. Training courses etc., contact and information schemes
4. Extraordinary traineeships and apprenticeships in local and county authority offices and institutions.

Tabel 4.3. Foreløbig procentvis opgørelse af forbrugte midler fordelt på amter.

	København amt		Frederiksborg amt		Roskilde amt		Vestsjællands amt	
	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune
1. Beskæftigelsesprojekter i alt	82,7	39,7	74,7	32,1	78,5	63,1	8o,6	22,9
Heraf: med § 97 a-tilskud (netto)	65,7	39,7	13,1	o,o	9,9	55,9	4o,5	12,1
uden § 97 a-tilskud	16,5	o,o	59,3	32,1	66,8	7,2	35,o	1o,3
for over 25-årige (netto)	o,5	o,o	2,3	o,o	1,8	o,o	5,1	o,5
2. Tilskud til private virksomheder:								
kommunale løntilskud	1,3	-	5,1	-	3,2	-	7,o	-
amtskommunale tilskud vedr. lære- og praktikpladser	-	23,2	o,4	47,4	-	33,4	-	51,2
3. Uddannelser, kurser, kontakt- og informationsordninger	15,4	6,4	15,9	13,6	1o,6	o,4	6,2	1,4
4. Ekstraordinære lære- og praktikpladser i kommuner og amtskommuner	o,6	3o,7	3,9	6,9	7,7	3,1	6,2	24,5
I alt	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o
Samlet forbrug (1.ooo kr.) for de opgjorte kommuner	22.444	12.618	9.o93	6.389	9.628	6.47o	13.639	4.49o
Procentgrundlag	82	1oo	74	1oo	1oo	1oo	8o	1oo

	Storstrøms amt		Bornholms amt		Fyns amt		Sønderjyllands amt	
	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune
1. Beskæftigelsesprojekter i alt	8o,5	61,9	55,4	27,8	86,2	43,9	84,8	51,3
Heraf: med § 97 a-tilskud (netto)	1o,4	o,2	27,2	19,7	48,8	21,5	14,o	2,2
uden § 97 a-tilskud	56,1	61,7	22,8	8,1	28,3	22,4	69,1	49,1
for over 25-årige (netto)	14,o	o,o	5,4	o,o	9,1	o,o	1,7	o,o
2. Tilskud til private virksomheder:								
kommunale løntilskud	5,5	-	8,5	-	5,4	-	4,7	-
amtskommunale tilskud vedr. lære- og praktikpladser	-	19,1	-	52,7	-	41,2	-	45,2
3. Uddannelser, kurser, kontakt- og informationsordninger	1o,7	11,5	21,o	3,o	7,6	3,4	6,2	o,o
4. Ekstraordinære lære- og praktikpladser i kommuner og amtskommuner	3,3	7,5	15,1	16,5	o,8	11,5	4,3	3,5
I alt	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o	1oo,o
Samlet forbrug (1.ooo kr.) for de opgjorte kommuner	11.o58	12.11o	1.242	653	22.622	9.444	9.o69	6.593
Procentgrundlag	81	1oo	81	1oo	89	1oo	76	1oo

	Ribe amt		Vejle amt		Ringkøbing amt		Århus amt	
	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune
1. Beskæftigelsesprojekter i alt	88,4	4o,o	79,8	9,8	8o,9	34,9	86,o	49,8
Heraf: med § 97 a-tilskud (netto)	15,5	4,7	36,o	9,8	28,7	o,o	33,2	o,o
uden § 97 a-tilskud	7o,7	33,3	37,2	o,o	5o,o	34,9	46,o	49,8
for over 25-årige (netto)	2,2	2,o	6,6	o,o	2,2	o,o	6,8	o,o
2. Tilskud til private virksomheder:								
kommunale løntilskud	5,5	-	5,8	-	1o,8	-	5,4	-
amtskommunale tilskud vedr. lære- og praktikpladser	-	52,8	-	59,1	-	54,6	-	32,7
3. Uddannelser, kurser, kontakt- og informationsordninger	1,6	4,7	11,6	27,o	5,2	7,9	5,9	15,o
4. Ekstraordinære lære- og praktikpladser i kommuner og amtskommuner	4,5	2,5	2,8	4,1	3,1	2,6	2,7	2,5
I alt	loo,o	loo,o	loo,o	loo,o	loo,o	loo,o	loo,o	loo,o
Samlet forbrug (1.ooo kr.) for de opgjorte kommuner	9.983	7.ooo	17.362	6.541	9.336	6.748	26.918	13.15o
Procentgrundlag	86	loo	loo	loo	78	loo	78	loo

	Storstrøms amt		Bornholms amt		Fyns amt		Sønderjyllands amt	
	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune	kommuner	amtskommune
1. Beskæftigelsesprojekter i alt	80,5	61,9	55,4	27,8	86,2	43,9	84,8	51,3
Heraf: med § 97 a-tilskud (netto)	10,4	0,2	27,2	19,7	48,8	21,5	14,0	2,2
uden § 97 a-tilskud	56,1	61,7	22,8	8,1	28,3	22,4	69,1	49,1
for over 25-årige (netto)	14,0	0,0	5,4	0,0	9,1	0,0	1,7	0,0
2. Tilskud til private virksomheder:								
kommunale løntilskud	5,5	-	8,5	-	5,4	-	4,7	-
amtskommunale tilskud vedr. lære- og praktikpladser	-	19,1	-	52,7	-	41,2	-	45,2
3. Uddannelser, kurser, kontakt- og informationsordninger	10,7	11,5	21,0	3,0	7,6	3,4	6,2	0,0
4. Ekstraordinære lære- og praktikpladser i kommuner og amtskommuner	3,3	7,5	15,1	16,5	0,8	11,5	4,3	3,5
I alt	100,0	100,0	100,0	100,0	100,0	100,0	100,0	100,0
Samlet forbrug (1.000 kr.) for de opgjorte kommuner	11.058	12.110	1.242	653	22.622	9.444	9.069	6.593
Procentgrundlag	81	100	81	100	89	100	76	100

	Viborg amt		Nordjyllands amt		København og Frederiksberg	I alt		Hele landet
	kommuner	amtskommune	kommuner	amtskommune		Kommuner	Amtskommuner	
1. Beskæftigelsesprojekter i alt	74,6	8,3	91,5	29,1	81,7	83,2	40,0	69,6
Heraf: med § 97 a-tilskud (netto)	19,2	o,o	17,7	o,o	81,2	31,9	11,4	33,1
uden § 97 a-tilskud	5o,9	8,3	68,1	29,1	o,4	46,1	28,4	33,8
for over 25-årige (netto)	4,5	o,o	5,7	o,o	o,1	5,2	0,2	2,7
2. Tilskud til private virksomheder:								
kommunale løntilskud	16,1	-	2,9	-	o,7	5,4	-	3,0
amtskommunale tilskud vedr. lære- og praktikpladser	-	8o,5	-	55,7	3,4	-	42,3	13,6
3. Uddannelser, kurser, kontakt- og informationsordninger	5,3	4,6	2,5	12,4	11,5	8,2	9,0	9,0
4. Ekstraordinære lære- og praktikpladser i kommuner og amtskommuner	4,o	6,6	3,1	2,8	2,7	3,2	8,7	4,8
I alt	loo,o	loo,o	loo,o	loo,o	loo,o	100,0	100,0	100,0
Samlet forbrug (1.ooo kr.) for de opgjorte kommuner	8.665	4.688	19.798	12.812	53.854	190.854	109,712	354.420
Procentgrundlag	83	loo	79	loo	loo	83	100	90

88

91

If distribution for the local authorities within the individual counties are compared some very considerable differences can be seen. For all employment projects the share varies from 91.5 per cent in the county of Northern Jutland to 55.4 per cent in the county of Bornholm. However Bornholm differs considerably from all other counties. The local authorities in the county of Viborg thus have the second smallest share by 74.6 per cent for employment projects, the average being well over 83 per cent. Within the employment projects there are also considerable differences in the distribution of projects with or without "section 97a subsidies". The extreme points are here the local authorities in the county of Copnehagen, where 4/5 of the expenses for employment projects were replenished by "section 97a subsidies", and Southern Jutland, where the corresponding share was only 1/6.

A very pronounced regional difference appears in the application of wage subsidies for private firms. In the counties of Ringkøbing and Viborg a relatively large application of this scheme has been made. Conversely, the Copenhagen area, especially the municipality of Copnehagen itself, has made little use of it. It has been said that this is due to different attitudes among employers in the two areas.

For training courses etc. and extraordinary traineeships and apprenticeships in local and county authority institutions, similar regional attitudes prevail.

The use of the funds made by county authorities varies even more. For instance the counties of Viborg and Vejle only spent 8-9 per cent on employment projects, but as much as 80 per cent and a little less than 60 per cent respectively on grants for the establishment of traineeships and apprenticeships in private enterprises. On the other hand, the counties of Roskilde and Storstrøm spent 62.63 per cent on employment projects and 33 and 19 per cent respectively on traineeships and apprenticeships in private firms. Compared to other county authorities, Copenhagen had a very large share of traineeships and apprenticeships in public administration.

4.1.4. Concluding Remarks

A purely statistical examination of the overall use of employment funds by region has been given above. Due to lack of time it has unfortunately not been possible to discover further reasons for the circumstances described.

4.2. State Spending

In addition to the funds spent by local and county authorities to combat youth unemployment, the following expenses were defrayed by the State in connection with the Employment Plan in 1978.

Table 56

	millions of kroner
Employment projects under section 97a of the Employment Service and Unemployment Insurance Act, etc. [1]	40
EIFU courses	38
Traineeships and apprenticeships in State offices [1,2]	24
Courses at commercial and technical colleges [1]	8
Local training projects, etc.	9
Project groups for graduates	5
Total State Spending	124

1) fiscal year 1978
2) including wage expenses in connection with previously established traineeships and apprenticeships

THE CONSULTATIVE COMMITTEE
ON UNEMPLOYMENT
The Ministry of Labour

23rd April, 1979

STATEMENT FROM THE CONSULTATIVE COMMITTEE ON THE EFFORTS TO COMBAT YOUTH UNEMPLOYMENT.

1. The consultative committee, establish in connection with the special section of the Employment Plan II on the combatting of youth unemployment, has followed the efforts throughout 1978.

Considering the very short time, the conclusions made below should be regarded as premilinary and largely of quantitative kind, as the committee so fra has not had the possibility of making profound analyses of the efforts made.

Refering to the report "The Efforts to Combat Youth Unemployment, 1978" the committee underlines the following:

1.1. The efforts covered app. 30,000 young people almost equally distributed on men and women. Apparently they have, by and large, been beneficial to the intended target groups, but compared to the total number of young unemployed people, app. 60,000, the report also shows that a very large gruop has not participated in any of the activitis.

1.2. About 2/3 of the young persons covered by the scheme are still employed or have started an education/training. Of these one half got jobs and the other half started an education/training. Besides, it should be stressed that the survey does not admit of statements on the stability of the employment or the education/training.

1.3. About 1/3 of the young persons covered by the scheme returned to unemployment, For this group the offers were not sufficient.

1.4. The local and county authorities have made a greater financial effort than requitrf by the Act No. 488. On a rough estimate, app. D.kr. 90 millions more than required by the Act were spent, which corresponds to an additional expenditure of app. 30 per cent.

2. The Consultative Committee has on the basis of the efforts made so fra discussed the following:

2.1. The possibility of <u>getting hold of more young people</u> than is the case today. Particulary the need to encrease the efforts to improve the situation of the young unemployed women has been pointed out.

2.2. The ecpendiency of doing more to prevent the young people from becoming unemployed for a longer period than is usual in connection with the transition from school to working life. This might be done through an extended school guidance service, so that the young people are followed for a couple of years after they left school. Such a follow-up would require a closer cooperation between the educational institutions, the labour market organizations, the Employment Service and the local authorities. The object should be that all young people are ensured an educational, training, or employment offer.

2.3. The establishment of a more efficient search for, and guidance of the young people so that the indicidual young unemployed people may participate in the kind of activity that is the most appropriate for the person in question.

2.4. The expendiency of a more intensive support of the group of young people who return to unemployment after participation in an educational or employment project.

The form and extent of the intensive support should be adapted to the particular qualifications of these exposed groups.

Even though it is difficult to identify these young people in advance the support should be offered at the earlist possible time.

Furthermore, the possibilitu of linking up the support efforts with the so called "total projects", which might be belived to be particularly appropriate for these groups, were discussed. The following arrangements were mentioned as examples which it might be expendient to combine:

a) <u>Introduction courses</u> with a general and vocational content which is particularly suitable to coordinate with other initiatives, regard being taken of the participants wishes

and interests, as well as the industrial structive and the employment possibility of a given region. For instance the "EIFU"-courses (vocational preparation courses for young people) and the courses in connection with local youth schools.

b) Employment projects that imply larger opportunities for work and production under conditons that resemple those of a normal job. This must be done in harmony with the local organizations and the local industries. The projects should also to the gratest possible extent combine employment and instruction.

c) Schemes with subsidy for the establishment of extraordinary traineeships and apprenticeships might primarily be reserved for groups of young people that are particulary threatened, incl. the young people that have difficulties in finding a traineeship.

d) Schemes with subsidy to private employers might in this connection be reserved for young people from the exposed groups who are not motivated for entering onto a traineeship or an apprenticeship.

3. The Consultative Committee who like to point out the following as is underlines the fact, as already mentioned in the introduction, that is statement is of a preliminary nature:

3.1. That, irrespective of the fact that the Committee has not had the opportunity of making a profound analysis of the efforts made so far, a need for more intensified efforts had been substantiated. As the more experimental and short-term form should now be over, the efforts ought to be brought into a fixed framework, and to a greater extent than earlier be seen in connection with the overall employment policy efforts,

that a decision on continued efforts to combat the youth unemployment should be made as soon as possible for the sake of the continuity of the efforts and the planning of the authorities involved. An example is the subsidy scheme for the establishment of ectraordinary traineeships and apprenticeships, as a decision for subsidies for the establishment of traineeships and apprenticeships in 1979 might lead to expenses

in the fiscal year 1981, i.e. after the expiry of the present Employment Plan. Similar problems exist for many other activities: requiring leaseholds, large investments etc. The continous efforts to combat youth unemployment should go on for so long that a reasobanle planning and coordination can take place,

that the experience gained from the efforts made so fra indicate a need for very careful considerations of future efforts.

3.2. That a continued intensifaction of the efforts to combat youth unemployment requires an organizing consideration on how to carry through a more efficient coordination and expendient puting in order of priority of the efforts. This among other things regards the contents of the various measures and the authorities that are to implement the measures.

The roles of the local authorities, the educational institutions and the Employment Service in connection with the guidance of the young, the implementation and the carrying out of the measures, as well as the introduction to and the placing on the labour market, should be clearly defined.

Also the active co-operation of the parties of the labour market is very importent in this context - both in connection with a consolidation of the activities of the labour market boards in the combatting of the youth unemplovment, and in connection with the efforts on the individual local authorities.

Consequently, an increase regional coordination of the efforts, as well as in increased exchange of ideas on all levels are required.

3.3. That the considerable differences in the possibilities of obtaining financial support in connection with the individual schemes should be pointed out, as they might affect the number of participants in the indivual measures, and result in problems in the day-to-day administration.

3.4. That it is necessary particulary to stress the need for greater efforts to help the young persons whom it has not been possible to get hold of through the implemented activities or who have returned to unemployment after participation.

As particular groups could be mentioned: long-term unemployed young people, and some of the women, who, according to experiences so far, have not started an education or got a job.

3.5. That the experiences gained through these schemes should be incorparated into the ordinary educational measures, so that they to a greater extent than is the case now, can provide all young people with an appropriate vocational education. So, in connection with the further efforts, a further co-ordination with the ordinary educational system should take place. Considerable problems in this connection are the capacity of the Basic Vocational Training System "EFG" system) and the financial situation of some of the young people in the "basis year". Furthermore, courses should be established that aim at providing the participants with the knowledge required for admission to the formalized educations, where this is possible. For instance, the specially prepared courses of a general/vocational nature within the labour market training should be supplemented with modules that suit this purpose. The courses should be prepared with due regard to the age and the qualifications of the students.

3.6. That further information about and examinations of the employment opportunities of the young and of the efforts made in this connection are required. In this connection the valuse of the current Youth Employment Study from Danmarks Statistik (The National Bureau of Statistics) should be emphasized. The Committee would also like to stress the need for extended and coordiated research, incl. analyses of the interrelations of educations/training and the labour market, and analyses of the future labour market situation of the young.

Kaj Westergård,
Chairman

THE CONTACT COMMITTEE ON EXTRAORDINARY
TRAINEESHIPS AND APPRENTICESHIPS
The Ministry of Education 28th March, 1979

STATEMENT ON THE ESTABLISHMENT OF EXTRAORDINARY TRAINEESHIPS AND APPRENTICESHIPS IN 1978:

In 1978 7,300 extraordinaru traineeships and apprenticeships were established. Of these 5,700 were established with subsidies to private undertakings.

The Contact Committee finds that the result is extremely positive, The number is clearly higher than expected. Even though there is no information available yet on the total number of ordinary traineeships and apprenticeships established in 1978 it might be assumed right now that through the establishment of the extraordinary traineeships and apprenticeships a considerable increase in the number of traineeships and apprenticeships available for the young people has taken place.

The establishment of extraordinary traineeships and apprenticeships aim directly at an increase of the total offers of such places for young people. The young people who obtain an extraordinary traineeship or apprenticeship are normally ensured several years of employment that provides vocational competence. This scheme thus provides the young people with both a real and appropiate offer.

It is praticulary in counties in Jutland that a great number of extraordinary traineeships and apprenticesships have been established. By the new Circular of 1st Febryary 1979 of the Ministry of Education the directives for the establishment of extraordinary traineeships and apprenticeships in private undertakings were harmonized with the similar directives concerning subsidy for private employers who take on young people.

Consequently, it might be assumed that the scheme will become more popular in the rest of the country, not least in the Copenhagen area.

The Contact Committee has currently discussed the possibility of directing the extraordinary traineeships and apprenticeships

towards the basic vocational training courses ("EFG"-courses), and the possibilitu of ensuring that the threatened gruops of young people in particular become employed in these extraordinary traineeships and apprenticeships. The problems have been discussed with the county authorities employment consultants at two conferences.

In 1978 two and a half times as many extraordinary apprenticeships than basic vocational traineeships were established.

With regard to the selection of the young persons for employment the new Circular of 1st February 1979 has a new provision which says that young people who have been looking for a traineeship or an apprenticeship for some time should be prefered.

In this connection it should be noted that only 40 per cent of those employed in the extraordinary traineeships and apprenticeships are women. It seems unsatisfactory that the young women who account for the highest rate of unemployment to a reasonable extent do not have the benefit of the extraordinary traineeships and apprenticeships.

The Committee believes, mow when the scheme has almost been worked in, that the county authorities and the Employment Service Offices to a far greater extent will be able to direct the subsidies towards the basic vocational training courses, and towards the particularly threatened young people. The Committee shall closely follow the development in this field.

Furthermore, it is the impression of the Contact Committee that the county authorities and the Employment Service Offices after the issure of the new Circular that contains provisions on additional employment and on control of the fulfilment of conditions for receiving subsidy, have improved possibilities of seeing that the subsidy granted in all cases actually results in an extraordinary extension. And so much experience with the scheme has been gained that it will be possible to lay down general lines from the administration of the scheme.

Considering the large number of extraordinary traineeships and apprenticeships established in 1978, it is the belief of the Contact Committee that there is an obvious need for a thorough examination of how the scheme has functioned. Some of the questions

to be examined are: what groups of young people were employed; what are the possibilities of the women to get employed in the extraordinary traineeships and apprenticeships in unconventional fields of employment; what are the reasons for the regional differences with regard to the number established; how did the scheme affect the normal offers of traineeships and apprenticeships; and has the scheme affected the demand for toher kinds of labour. These and other questions should be examined with a view to an evaluation of the possibilities in the somewhat longer view for obtaining an increase of the capacity of the vocational training.

Finally, the Contact Committee strongly emphasized the need soon to know the size of the appropriations available after 1980. The grants furnished in 1979 for traineeships and apprenticeships in local and county authorities, and for traineeships and apprenticeships in private undertakings will for quite a number of training courses incur expenses for the fiscal year 1981. The present uncertainty about the size of the appropriations available after 1980 may thus in a few months time lead to an actual stoppage of the establishment of new traineeships and apprenticeships in many local and countu authorities.

Mogens Johansen,
Chairman

THE CONTACT COMMITTEE ON
LOCAL AUTHORITY ACTIVITIES
The Ministry of Education

28th March, 1979

STATEMENT FROM THE CONTACT COMMITTEE ON LOCAL AUTHORITY ACTIVITIES ON THE REPORT ON MEASURES TO COMBAT YOUTH UNEMPLOYMENT IN 1978.

At a meeting on 28th March 1979 the Contact Committee had an opportunity of discussing the report on the local and county authorities' reports on the efforts to combat youth unemployment in 1978. On this basis the Contact Committee would like to make the following comments on the chapters of the report describing local authority educational measures except for extraordinary traineeships and apprenticeships.

The Committee immediately notes the total number of participants in the local authority educational measures, and it strongly regrets that the number according to the reports, is not any larger. It is, however, of the opinion that 1978 has been in the nature of an initial stage in the implementation of the Employment Plan. In several cases this stage only just began after the municipal election in March 1978.

However, the Committee is convinced that there are several formal and technical explanations to the relatively moderate number of participants.

1) A number of local authorities - primarily the largest and those which have spent more that Kr. 40 per inhabitant in 1978 - have chosen to pay the expenses for educational measures out of other means than those provided by Act. No. 488. It means that offers have been made accordning to those mentioned in the Circular of 4th November 1977 on Educational Measures to Combat Youth Unemployment (now replaced by a Circular of 1st February 1979), but the expenses have been paid out of means provided by the Act on Leisure Time Education for Adults, the Act on Folk High Schools, and the Social Assistance Act.

   The Committee regrets that it has not been possible to register the number of young participants in these measures,

but it will take initiatives to collect information about it.

2) It is further to be assumed that a considerable number of young people have not joined courses particularly prepared for young unemployed people, nut individuallu have joined courses, etc. on equal terms with non-unemployed persons. This includes young persons under 18 years in the youth schools, young persons over 18 years in evening classes for adults, and participants in courses at folk high schools, etc. Young unemployed people participating in such courses are not included in local authority reports, which presents an uncertain basis for the Contact Committee's evaluations of the local educational efforts.

In this connection it should be mentioned that there is a tradition in many local authorities for exempting participants for paying fees in special cases according to the Act on Leisure Time Education for Adults.

With regard to the folk high schools it can thus be mentioned that app. 2,800 persons, app. 1,300 under 25 years, received daily cash benefits during short or long stays at folk high schools in 1978. To this should be added that a considerable number of students probably participated in courses at folk high schools, etc., without being unemployed, but because of a risk of becoming so.

3) Furthermore, the Committee has noted that educational offers in connection with local authority employment projects have not been included in the section on educational measures, but are mentioned in the section on employment projects. From thsi section it appears that app. 1,999 young persons accepted educational offers accordning to the Circular of 1st February 1979 integrated into employment projects.

Out of its knowledgde of several of the measures inplemented in the local authorities it is the opinion of the Committee that the explanations given in items 1) - 3) should be considered in an overall evaluation of the educational efforts to combat the youth unemployment.

As regards the contact an information services the committee quite understands that it has not been possible to make a thorough

treatment of the reports on these services. The relatively high number of services implemented appeard to be encouraging. The Contact Committee will take initiatives for the elaboration of a detailed report on these services.

Even though the actual number of participants on the basis of these explanations is higher than reported, it is, however, the opinion of the Committee that a number of structual circumstances determine that local initiators often prefer labour market measures instead of educational measures.

Thus, a comparison of the conditions for establishing EIFU-courses (Educational preparatory courses), and educational offers according to Circular of 1st February 1979, respectively, may elucidate the mentioned structural circumstances.

1) The regulations on the right to receive unemployment benefits make it difficult for the Ministry of Education to establish relevant offers of education for young unemployed people, who receive unemployment benefit. Even though it has been aimed at making such offers, it will often be difficult to obtain. For instance in the case of the combined education and production programmes.

   Participants in EIFU-courses and other training courses within the labour market trainings may continue to receive unemployment benefits during participants in such courses. Those who are not entitled to unemployment benefits get a special personal support of Kr. 130 a day when between 18 and 24 years old, and Kr. 90 a day when between 15 and 17 years old.

2) The educational offers according to Circular of 1st February 1979 are too seldom established in close co-operation with the Employment Service which affects the participants' possibilities of a subsequent job or education.

   The EIFU-courses are often an integrated part of the Employment Service. Participants in such courses can often through the Employment Service get a job, start an education/training or get a job in an employment scheme with a possibility of becoming entitled to unemployment benefits.

The Committee suggests an expansion of the connection lines between educational measures, the Employment Service, the labour market and various organizations.

3) Educational offers accordning to Circular of 1st February 1979 are largely financed wholly ous of the local means.

Contrary hereto the EIFU-courses are financed by the State. If the local authorities prefer EIFU-courses they will draw state means to the area. In the same way, app. 80 per cent of the wage expenses in connection with the employment projects might on application be covered by the State.

4) Out of principal reasons it has not been desired to work out paedagogic instructions, guidelines, or course modules in connection with the educational offers accordning to Circular of 1st February 1979, which the local authorities may use when preparing their offers.

On the other hand, in connection with the labour market educations courses modules, that can be implemented with a minimum of troubles, are developed centrally.

The mentioned circumstances will often motivate the local authorities to offer short-term labour market measures instead of educational measures, this tendency is substantiated by the understandable demand from the young people for measures that resembles ordinary work most and which are remunerated accordingly.

The Committee are concerned about the differences which thus can be stated between the incentives to establish different types of measures.

It is believed to be disadvantageous for the young people and the Society, if the young people by an offer of a short-term labour market measure lose the motivation or the possibility of carrying through a vocational education/training which might ensure a better job in the labour market.

Furthermore, the Committee calls for an increase of the efforts to combine measures that provide the young people with a suitable and realistic introduction to working life, as well as measures that in the form of an education/training give the young people an opportunity of a permenent job and thus a basis for a

satisfactory life.

As the Committtee is convinced that the youth unemployment is not only an acute problem an a part of the overall employment situation, but should be seen as part of a permanent overall "youth situation", the Committee underlines that it is necessary that the measures accordning the Employment Plan from August 1977 are extended after January 1st 1981, and are axpanded.

Consequently, the Committee recommends the political authorities to ensure a greater coherence between the financial situation of the young people in relation to education/training, employment and unemployment, so that differences in these fields (educational aid, courses allowances, wages, daily cash benefits, and allowances according to the Social Assistance Act) won't continue to create unintended dislocations between education/training, employment and unemployment of the young people.

The Committee finds it necessary to have a political discussion as to principles on these matters also with a view to ensure a coordination between State, local and county authority means for the support of young people in an educational or employment situation.

Sven Koch,
Chariman

THE CONTACT COMMITTEE ON
COUNTY AUTHORITY COURSES
The Ministry of Education

26th March, 1979

STATEMENT OF COUNTY AUTHORITY COURSES IN 1978.

The object of the special courses for young unemployed people is to combat the destructive effects of unemployment, and to motivate and to provide the young people with qualifications for starting an education or getting a permanent job. Foreign surveys show that both limited vocational courses and courses with a more general content can be valuable.

In 1978 the county authorities and the municipalities of Copenhagen and Frederiksberg implemented speical courses for app. 2,500 young unemployed persons. Most of these courses were established as preparatory one-subject courses, and as courses at commercial and technical schools. The relatively moderate number of participants schould be seen in the light of the fact that a very large number of young unemployed persons participated in ordinary prepartory one-subject courses within the ordinary educational system.

In this statement the Committee would like to start by mentioning some new measures which ought to be continued. Then it will point out some structural problems which ought to be solved in connection with the further efforts to combat youth unemployment.

New Education Measures.

The large framework which has been made for the combatting of youth unemployment has resulted in experiments with new educational offers, Through these experiments considerable experiences has been gained on offers for young people who are not motivated for an education/training.

The Committee shall point at 3 new measures:

1. The most omportant are probably the experiments with projects combining practical work and instruction. For instance the projects established through a combination of the regulations on employment schemes and the regulations on courses

for young unemployed people. In this way it has been possible to get hold of young persons who had already turned their backs to any kind of education/training. These young persons seem, in the first place, to be particularly motivated for concrete, vocational training courses. However, good experiences on instruction in general subjects have also been reported.

2. Then there are the efforts made by some county authorities to establish specific training introduction courses within fields of activities where today there are no formalized training/education, or where these training courses don't have a sufficient geographic spread.

3. Finally, the Committee can mention the intensive "HF" (Higher Preliminary) courses, and courses at "Folkeskole"-level (primary and lower secondary education) which have been established by many county authorities. A course model of wider interest is being developed. The intensive model can be attractive to young persons who cannot command a long course, or for young persons who, because of seasonal unemployment or the like, can benefit of course that start at an atypical time.

In addition to these new offers it can be mentioned that courses have been implemented at commercial and techinical schools for unemployed persons who have a professional or technical education.

Competing Schemes.

Within the Employment Plan there are several different schemes for the establishment of courses for young unemployed people. In addition to the county authority courses there are local authority courses within the framework of the youth schools, and the many "EIFU"-courses at the schools for the semi-skilled workers.

For most of the young unemployed people the real alternative is, however, the many opportunities within the ordinary educational system.

The primary object should be to impel the young unemployed people with the required qualifications to start on an ordinary education providing vocational competence. Then the aim should be to provide the other young unemployed people with an educational background, as solid as possible.

It is obvious that the choice of training/education and the interest in the different measures to a great extent depend on the financial conditions offered to the participants.

In the ordinary educational system the young people are obliged to live on allowances for young people, or an educational aid. At some of the extraordinary courses for young unemployed people it is possible to receive unemployment benefits during participation. In some cases (the "EIFU"-courses) a special allowance can be paid to the participants. In the employment projects it is a question of regular wages with a possibility of becoming entitled to daily cash benefit.

The figures on participation on the various measures in 1978 may include young persons with qualifications and a interest for a proper education instead of participation in a short EIFU-course or an employment project, where it is possible to obtain allowances or wages with a view to becoming entitled to daily cahs benefit. The result heraf might in the long run become an unacceptable undermining of the ordinary education system. It should be carefully considered whether in this case or in others there is a discrepancy between the immediate financial attraction of the offers and the real "profit".

The Need for Co-operation on the Implementation of the Courses.

The county authority courses are in most places implemented independently of the Employment Service and the other county authority efforts to combat youth unemployment. The result might be a somewhat casual recruiting of participants and insufficient guidance and directing to subsequent employment or education/ training.

Consequently, fixed procedures should be laid down for the recruiting and direction of participants. An increase in the number of staffs at the Employment Service offices would probably be one of the conditions for solving this problem.

The Need for a Coordinated Planning of the Offers.

The basis of the local and county authority efforts to combat youht unemployment is a requirement saying that Kr. 40 and Kr. 20, respectively, per inhabitant shall be spent on extraordinary mea-

sures in each of the years 1978, 1979 and 1980.

It is the opinion of the Committee that in the long view it is untenable to let the efforts to combat youth unemployment have the sharp of a number of extraordinary measures that are financed, and to a considerable extent are administered independently of the ordinary educational system and the other public offer to young people.

Johannes Nymark.
Chairman